

Local Government SERVICE

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HOW U.S.
RUNS CIVIL
DEFENCE

—Page 43

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THREEPENCE

THE NEW BONUS

THE new cost of living bonus award adopted by the National Whitley Council last month, details of which are given on another page, will be generally welcomed. Though it gives a good deal less than NALGO sought, and introduces the sex-differentiation which the Association has long opposed, it does give a substantial increase to the majority of officers, and more than doubles the present bonus for most of those earning less than £3 a week.

In view of their pretty general adoption of the previous awards, it is to be expected that there will be little difficulty in getting the new one through the provincial Whitley Councils—indeed, two, the Lancashire and Cheshire, and the North Wales provincial councils have already endorsed it without a single dissentient vote. The real struggle will be those local authorities—fortunately a minority—which still seem to take the convenient view that it is “unpatriotic,” “grasping,” and “inflationary” for the local government officer to ask for any bonus at all, whereas the award of a bonus, high piece-work rates, and overtime pay to other classes of workers is a direct contribution to the war effort.

We make no claim that the bonus is an ideal solution of the problem of meeting a rising cost of living. Of course it is inflationary—though nothing like so inflationary as the profiteering and monopolistic price-fixing which has been allowed to flourish almost unchecked since the outbreak of war. In the absence of a positive and effective national wages policy, it remains the only course open to the worker, and we rightly protest against the one-sided view that to give 150,000 local government officers a few shillings more a week is to impose an unfair burden on ratepayers, most of whom, as we showed in an article two months ago, have themselves obtained no less, and in many cases much more.

Industrial Wages Now 26% Up

SOME local authorities and some NALGO members have criticised that article, and the accompanying table, on the ground that it was misleading to compare total earnings of industrial workers, which include fuller employment, overtime, piece-work, and other sources of extra remuneration, with the bonus given to local government officers, which does not include these factors. We cannot admit the point. For local government officers have themselves worked harder and put in many hours of overtime. For that the majority have had no extra pay beyond the bonus—and many have not even had that. For them, therefore, the bonus is the equivalent, in fact if not in theory, of piece rates, fuller employment, and overtime. Since it is all they have had, the figures we quoted were not strictly comparable—as the article made clear—but they provided the best statistical comparison then available.

Since that article was published, however, the “Ministry of Labour Gazette” for

January has produced some more statistics which bring out the point we sought to make even more effectively. Disclosing that wage changes in 1941 in the industries for which statistics are compiled resulted in an aggregate increase of over £2,000,000 in the weekly full-

time National Whitley Council is modest by comparison. While providing a useful mitigation of higher living costs for the officer concerned, it is by no means an unreasonable figure in relation both to the recorded increase in the cost of living and to the actual increase in industrial earnings generally.

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time rates of wages of about 8,000,000 work-people, compared with a net increase of nearly £2,000,000 in the weekly wages of over 8,000,000 workers in 1940, the article makes this statement:—

“It is estimated that the average level of full-time weekly rates of wages in all the industries (including agriculture) for which information was available was about 9 per cent higher at the end of 1941 than at the end of 1940, and about 26 or 27 per cent higher than at the beginning of the war.

“These figures relate to rates of wages, and take no account of the marked increase in average earnings which have resulted from other factors such as fuller employment, overtime working, and the extension of systems of payment by results.”

Even when the figure of industrial wage increases is restricted by the exclusion of these other factors, therefore, the local government bonus at the higher rate now agreed by

“Hush Hush” Government Again

THE problem of secret discussion by local authorities, to which we referred in these notes some months ago, has been carried a stage further recently by a decision of the Court of Appeal and by a deputation on the subject which the Institute of Journalists sent to the Minister of Health.

Many officers will be familiar with the Appeal Court decision in the case of *De Buse and Others v. McCarty and Others* (Stepney Borough Council). Since the court ordered a re-trial of the action and the matter is, therefore, *sub judice*, we do not propose to discuss it in detail. It will be sufficient to explain that the point of the judgment was that minutes and reports of local authority committees are not, in the legal sense, privileged and that, in consequence, any advance publication of them is liable, if they happen to contain libellous matter, to expose the local authority concerned to the risk of a libel action.

As a result of this decision a number of local authorities, supported by the advice of the County Councils' Association, have resolved to withhold advance copies of committee minutes from the Press until after the Council has considered them. The effect of this action is greatly to increase the difficulties of newspaper representatives who have to report council meetings and, sometimes, to make it virtually impossible for them to produce an adequate report at all.

Business “in Committee”

IN addition to calling the attention of the Minister to this position, the deputation from the Institute of Journalists referred to what it alleged to be a growing practice of some local authorities of seeking to evade publicity by “going into committee” and thereupon excluding both public and Press from their meetings. This practice, the deputation contended, was undemocratic, was likely to lead to loss of public confidence in local government, and offended, either in letter or in spirit, against the intentions of Parliament as expressed in the local Authorities (Admission of the Press to Meetings) Act of 1908.

The Minister assured the deputation of his anxiety that no privileges should be withdrawn from the Press save on grounds of national security and promised to confer on the points raised with the associations of local authorities.

In this matter, we feel, NALGO is bound to support the attitude of the Institute of

Journalists and of responsible newspapers throughout the country. It has long been committed to a policy of "public relations," the primary object of which is to ensure the fullest possible public understanding of, and interest in, the work of local government. One of the most important ways of attaining that object is through accurate and informed reports of council activities in the Press, upon which public knowledge of what local authorities are doing must, in the main, depend. But such reports cannot be published if the Press is to be deprived of the material necessary to a full understanding of a council's debates, or excluded from important sections of those debates.

We would, therefore, urge all authorities, for their own good, for the good of local government, and for the good of democracy in general, to assist the Press in every practicable way to report and comment fully on their actions. The legal difficulty of "unprivileged" committee minutes and reports is surely not insurmountable. How often do minutes contain potentially libellous matter? Not once in a thousand meetings, we suggest. And when they do there is sufficient legal knowledge at the disposal of every local authority to recognise the fact and to withhold from Press and public the "dangerous" passages. Were this to be done—and the Press told why it had been done—it would, we are confident, have no complaint, since newspapers are no less exposed to risk of libel action than are local authorities.

Indeed, we would go further than this, and urge—as does Mr. E. C. Boyce in an excellent article on another page—that local authorities should go out of their way by means of regular Press conferences, organised propaganda, and other devices, to win the interest of Press and public in their activities. Only by such means can the public apathy, which is so damaging a feature of democratic government to-day, be overcome.

One Reservation

THERE is, however, one limitation to this policy of full publicity. We do not agree—as some newspapers (though not the most reputable) seem to expect us to—that the salaries and promotions of individual officers are a proper subject for public debate. That they should ever so be made is an indefensible practice, leading almost invariably to uninformed, invidious, and sometimes grossly unfair discussion of personalities which must be harmful not only to the officers concerned but to the local government service as a whole. In opposing it, NALGO has the support of the Royal Commission on Local Government and the Ministry of Health—both of which condemned the practice in strong terms—of most members of local authorities and, we believe, of all responsible and fair-minded newspapers. The Association's attitude on this point, therefore, cannot be regarded as in any way inconsistent with its advocacy of maximum publicity for all activities of local authorities about which the community has a right to be informed.

Clean Up the Isle of Wight!

IS it not time the Ministry of Health made a serious inquiry into local government in the Isle of Wight?

Even the casual reader of the island newspapers must realise that something is seriously wrong. Two years ago, as was reported in LOCAL GOVERNMENT SERVICE at the time, it was revealed during the trial of a clerk employed by Newport borough council that the man, who had embezzled money from the council, was being paid the despicable wage of 32s. 6d. a week—28s. 7d. after superannuation and other deductions—though he was 31 years of age, married, and had completed 14 years' service. More recently, during a debate by Ventnor

urban district council on a report of alleged defalcations by a junior clerk, it was disclosed that this officer was receiving the princely salary of 15s. a week! Nor are these cases isolated. Not so long ago we heard of another junior employed by an authority in the island at 10s. a week. His fares to the office and compulsory insurance deductions totalled 9s. 10d., leaving him 2d. a week! Yet, with these examples fresh in their minds, members of Newport Ratepayers' Association decided recently by 40 votes to four "that the cost of local government officials in the island is excessive." No wonder the island used to boast—and possibly still does—that its education rate was the lowest in the country.

There are seven local authorities in the island. Of those, two only, the Isle of Wight county council and Newport borough, have adopted the I.O.W. Whitley council scale of salaries—(the latter after the case referred to above). One other, Cowes urban district, has approved the Whitley scale, but not yet applied it. Ventnor urban district, though a constituent member of the Whitley Council, maintains its own lower salary scale. The other three authorities, Ryde borough, Sandown-Shanklin urban district, and the Isle of Wight rural district, will have no truck with Whitleyism and have their own salary scales, all below Whitley Council standard.

Of the seven authorities, Ryde borough, Cowes urban district, and the rural district have given no cost-of-living bonus, while Sandown-Shanklin urban district has given 5s. a week only on salaries below £200. The county council, Newport, and Ventnor have adopted the Island Whitley Council award, which itself was a reduction on the first national award, giving 6 per cent on the first £300, 3 per cent on the next £100 and nothing to officers earning more than £300.

Cowes has refused to make up war service pay. In general, of the seven authorities, staff conditions are satisfactory in two only—the county council and Newport borough, and even in the county council there is unrest because of its failure to use the staff joint committee to deal fairly between temporary and permanent staff.

Here, surely, is a case for Ministerial inquiry and, if necessary, for supersession of some of the present narrow-minded councils by commissioners who have the common-sense to realise that efficient local government requires efficient officers and that efficient officers are entitled to adequate salaries and conditions of service. Were it not for the county council, one hesitates to think what would be the state of local government in the island.

A Branch to be Proud of

WHICH is the most lively and go-ahead branch of NALGO? The question suggests a fruitful competition which, did space allow (it does not!), might fill our columns for many months and promote a stimulating rivalry. Yet, though we dare not now invite applications for the title, we cannot forbear to mention some of the grounds on which we believe Croydon would be well in the running.

Readers may recall the account, exactly a year ago, of the way in which the Croydon branch had, unaided, raised nearly £21,000 towards the borough's war weapons week. That achievement many branches might have regarded as enough to go on with. But not Croydon. Before the coins had ceased rattling into the collecting boxes, almost, the branch began planning a "Summer Campaign." This included the production of an open-air period costume play written by Mr. Stuart Ready of the finance department (and, incidentally, editor of the branch magazine), a staff dance, a Bank Holiday fête with side-shows, stalls, boxing displays and dancing, and a draw for savings certificates. The money thus collected—entirely from members of the staff and their friends, of course—formed a pool to enable savings certificates to be sold

to the staff at the "cut price" rate of 13s. 6d. each. Though no member was allowed to buy more than ten certificates, 1,800 were sold in this way.

Also during the summer the branch raised a further £98 for the Mayor of Croydon's fund for air-raid victims, £75 of it with a civil defence darts competition, and £23 from the performance of four one-act plays. They might almost be described as one-man plays, for Stuart Ready was again the author, producer, and a leading player.

But Croydon achieved its greatest effort to date for the borough's warship week last month, when the branch alone raised the stupendous total of £43,000! How it was done we hope to describe next month.

Nor does Croydon neglect its members in the Forces. On joining up every member gets a personal letter from the branch president, Mr. W. C. Berwick Sayers, chief librarian, together with a packet of stationery and stamps, and thereafter each department arranges for letters to be sent to him periodically, giving him all the departmental news and gossip.

Truly, a branch to be proud of!

A Small Branch's Example

NOR is it only the bigger branches that can do great things.

Though its permanent staff totals only ten, Kenilworth U.D.C. branch has contributed no less than £4,655 to national savings!

How was it done? A savings group was formed as soon as the drive began. The council's workmen, the firemen, and the food office staff were enrolled as weekly savers, members were encouraged to bring in friends, with the result that the original membership of ten has expanded to 170.

The 30-week cycle scheme is worked with a draw for certificates, and, in addition, never a week passes without some members buying certificates outright. A special effort during the town's warship week campaign brought in an additional £750—and the savings to date average £27 per head of the membership of the group.

Hospitality—for Women, too!

Several more branches and individual members have responded to the recent appeals, made in these pages and in Headquarters circulars, to offer hospitality to NALGO members in the Forces stationed in their area, and the list, published on page 69, is now reaching an encouraging length. But it is still shorter than we should like to see it, and lacks, in particular, the names of some of the bigger branches which might be expected to co-operate in a scheme of this kind. Cannot their members do something about it? And what about London—a problem and an opportunity by itself. Cannot the Metropolitan district committee organise a scheme there?

Meanwhile, a correspondent points out that, in addition to the members in the Forces, there is to-day an increasing number of women, both members and the daughters and wives of members, who are being sent away from their homes to munition works under the Ministry of Labour conscription scheme. They stand in need of a helping hand and a friendly word even more than do the men. They arrive at their new workplaces at all hours of the day and night, some are billeted, some are housed in hostels, but to all the new environment is strange and possibly alarming. What a difference it would make were they able to count on a welcome and aid in finding friends and smoothing over difficulties from fellow-members of the NALGO family!

Stoke-on-Trent branch, from which this proposal comes, has expressed its readiness to help such women. We have no doubt that others will follow its example once the need has been stated—and we shall be happy to publish a list if branch secretaries will let us know of their readiness to help.

BRITAIN WAS MODEL FOR U.S. CIVIL DEFENCE



NALGO sent over the practice bombs for some of these fire-bomb fighting demonstrations

By T. SEMMES WALMSLEY, Acting Deputy Director, U.S. Office of Civilian Defence

America has "snapped to the alert" in civil defence with the same energy and determination as she has shown in every other phase of the war effort. How far she based her plans and organisation on the British model—with the necessary adaptation to differences in American structure—is shown in this article, obtained for "Local Government Service" through the courtesy of IVOR C. McBEATH, Managing Editor of the Journal of the American Federation of State, County, and Municipal Employees.

AMERICA has never been so angry as it is now at the Japanese. The people of the United States loathe, despise, and hate Hitler, and for the Italian they have a shrug of revolted contempt. But against Nippon there is in this country an unparalleled and implacable fury which can be satiated only by complete and humiliating defeat and the destruction of any pretence Japan may have of empire. The vaunted face of the Land of the Rising Sun must be slapped until it appears to be mounted on a swivel and mortified beyond recognition.

The attack on Hawaii on December 7 gave to American purpose a molten unity from which the flux of superficial differences was swept. It was a personal and unforgivable insult to every American regardless of his station in life; it was an unspeakable affront which, for the first few hours, could only be attributed to complete madness. But as the pattern of vile treachery shaped itself, national fury mounted and like an indelible stain went deep into the grain of American consciousness—deeper, perhaps, than anything which has occurred on this continent since the war between the States.

During the first few days following the incredible attack on Pearl Harbour the news wires were spotted with inanities which must have given the impression abroad that the United States was in a critically scrambled state. Fake air alarms, black-outs, and many other incongruous incidents made the headlines and radio waves; black rumour from the fighting front was given the status of fact in

part of the Press, and a few idiotic blunders occurred, but none too serious. It was all understandable, and we were somewhat consoled for this unintentional horseplay by our British friends, who said that London went through much of the same sort of thing, but with more tragic results.

The President's fireside chat in mid-week steadied the boat. We learned to trust only official statements, and settled down to the long grind.

Congressional declarations of war against Japan on December 8, and against the rest of the Axis later in the first week, were simply formalities expressing the will of the people. The citizens of the United States had declared war on the afternoon of the attack—all of them. Before that, a great part of us had already been at war with Hitler and his Italian siletto since Munich.

Back of the jerky broadcasts of the first days was an awesome scene of a great democracy swiftly snapping to alert as though suddenly connected with a highly-charged electric circuit which fed energy and resolve into every community and by-lane in America. "Double it, triple it, quadruple it," was the order for production. It was also the self-imposed order for every group, every locality, of which we have any record.

The crisis found the United States in an amazing state of preparation. Of course, more time could have well been used had it been available, but it was gratifying to find that the government and the essential elements

of war preparedness had not been asleep. Much had been done, foundations had been laid; organisation was well beyond the initial stages.

Civilian defence, for instance, was far ahead of anything the country as a whole expected. Those in charge had done as thorough a job as possible in a country unaware of imminent personal and national danger. The simplest possible framework for the civilian defence structure had been decided upon long in advance and it was immediately started toward perfection. Even the Army applauded the San Francisco black-out, achieved only a few nights after Pearl Harbour had been bombed. "It would do credit to London itself," they said, and that is high praise.

The design for American civilian defence is patterned to touch every community regardless of how remote it may be from the scene of action. This design has been worked out in detail and applied in a great part of the United States since the President established the Office of Civilian Defence in May, 1941. Before that time a network of State and local defence councils had been established, with approximately 6,000 such councils in operation before the outbreak of hostilities in the Far East. These councils were established to study local defence needs and to co-operate with general national defence enterprises.

In a great part of the country, civilian defence is like a giant new battleship which has reached the "shake-down" stage—in other sections it is still "under construction" as this is



STAFF CORPS



AIR RAID WARDEN



BOMB SQUAD



AUXILIARY FIREMEN



FIRE WATCHER



RESCUE PARTY



DRIVERS CORPS



EMERGENCY FOOD AND HOUSING



DEMOLITION & CLEARANCE CREW



ROAD REPAIR CREW



DECONTAMINATION CORPS



MEDICAL CORPS



NURSES AIDES CORPS



MESSENGER

Some of the neat badges adopted for the United States civil defence services

written. In all sections of the country it follows the order of the President directing that the services of all existing agencies be utilised and co-ordinated with the general plan of national civilian defence.

Long before the emergency, expert observers had been sent to Britain to study methods and procedures which had been found effective under actual war conditions. From both England and Canada was obtained invaluable information. A full picture of civilian defence and the operation of the A.R.P. system was shown the Americans. Stacks of literature dealing with the many phases of civilian protection were obtained, and by these and other aids American defence was able to make important and time-saving short cuts. Apparently nothing of use was withheld; even confidential reports on bomb and fire damage and systems of protection were given our observers for adaptation here.

While it was understood fully that the sporadic air raids to which American cities might be subjected would materially differ from the savage attacks by hundreds of planes against English cities, preparation was aimed at the worst which could conceivably happen. Every scrap of information from England has been eagerly utilised and adapted to the American manner of operation.

Local Authorities Responsible

America does not have entirely the uniformity of municipal and State government that characterises the British Isles. But the principle of placing the direct responsibility for local civilian defence upon the local authority was followed closely. The Federal Government does not undertake to organise, finance, or operate local defence councils or local civilian defence volunteer offices. The responsibility is placed directly upon the mayors and city councils and the local citizens who may be appointed by the heads of local government.

The central office of civilian defence determined studiously to avoid where at all possible the creation of new agencies and regulatory bodies and to utilise those already established and vested with authority. Because towns, cities, and counties derive their governing powers from the State, the governors were recognized as the defence co-ordinating authorities in each commonwealth, as were the mayors in each municipality. Where large metropolitan areas existed, the mayor of the largest community within the area was designated as the defence co-ordinating authority.



A British model control centre set up in a New York square as part of a big demonstration for training 70,000 wardens and auxiliary firemen

He is charged with the responsibility for the auxiliary fire equipment and other defence aids furnished by the Federal Government and may utilise such equipment in any part of the area without formal approval of operations across city or State lines.

The plan formulated by the Office of Civilian Defence suggested to larger communities that a full-time paid director of civilian defence be employed and given full authority to utilise the several established services of the municipal government. The plan contemplates that municipal employees would constitute the officers in the army of volunteer civilian defence workers and head sections of defence within their particular fields of service. The auxiliary policemen and bomb squads would be trained and would work under the direction of the chief of police; the auxiliary firemen, fire watchers and rescue squads would be directed by the chief of the fire department; emergency medical and health services would fall into

the province of the city and county health offices, and thus down the line of normal services.

In other words, civilian protection is to be treated in each locality as would be a major emergency such as a flood, a great fire, or an explosion. The same sources of authority and direction which would ordinarily take charge are now looked to as the guiding power in the protection of the civilian from war. The difference is that such services are expanded with volunteer aid.

Everything possible is done to discourage any departure from this basic pattern. The establishment of new agencies to provide such services would obviously result in confusion and a "dual" organisation: one with the authority of established law; the other with little but enthusiasm.

Where civilian protection units have been perfected in this country, they have been built largely around municipal services and governmental personnel. Where civilian defence volunteer offices have been established to enlist persons wishing to enrol for service, those especially adapted for civilian protection service are being trained under the direction of civil employees and reserve army officers.

Fortunately, the Director of Civilian Defence, Fiorella H. LaGuardia, and his Deputy Director, T. Semmes Walmsley, have a full and complete knowledge of municipal government. The former is mayor of New York City and Mr. Walmsley is a former mayor of New Orleans. [Since this article was written Mr. LaGuardia has been succeeded as Director by Mr. J. L. Landis, Dean of the Law School of Harvard University.] Mrs. Franklin D. Roosevelt, Assistant Director in charge of civilian participation, also has had wide experience in many fields of civic and semi-governmental work, especially in the sphere of social welfare. With these experienced hands on the reins, municipal government and State governmental services are understood and are utilised to the utmost.

The magnificent service the local government employee has rendered in Britain is another leaf America can take from the war experience of England. In America, the civil



The New York Fire Department recruiting auxiliary firemen in Wall Street



We, too, have been through this—

employee is too often taken for granted until he does something wrong or steps on someone's toes by doing something conspicuously right. Few people are really conscious of the extent our municipal government forms the nerve centre of our day-to-day living, and in this regard the war emergency is likely to open many eyes.

In addition to performing the duties of "officers" in civilian defence organisation, municipal and State employees are likely to be drafted by their neighbourhoods as air-raid wardens. Their life work is dealing with public service and, too, they are usually acquainted with all persons in their immediate vicinity. They are experienced more than any other group in dealing with public problems, and are therefore looked to for local leadership.

The programme to double—perhaps treble—our present military forces will doubtless



—and this—

prove a heavy drain on civil government personnel in this country, and that will mean an increased burden on those who remain in office. It will mean that the government employee will have to train replacements for normal services as well as for emergency duty.

In many localities it is anticipated that municipal services will have to be manned twenty-four hours a day, which will require three shifts of workers. It will therefore be necessary to enlist and train at least two volunteer workers or aides for every veteran employee. But it has been found that, because of wash-outs, sickness, and other circumstances, at least five persons should be enlisted for every person of experience on the municipal government pay rolls.

It has been suggested to the mayors, city and county commissioners, and councils that, where possible, ex-service men, legionnaires, and veterans of foreign wars be asked to volunteer, as men in these classifications are more adaptable to discipline and have had experience in organisation and direction.

In many communities, the municipal employee will find that he is expected to shoulder a good part of the responsibility of establishing a defence council and a civilian defence volunteer office. He is often in touch with community leaders, and his special knowledge of civic affairs will be in demand as local groups co-ordinate their efforts for complete and unified community service for defence.

America has utilised to the full the knowledge



—and this—

of civilian defence gained from British experience. Every step of civilian protection taken over here has been checked with British sources of authority. American experts have made a complete study of civilian defence in England from the outset of the war, and are now in even closer contact with the allies on new methods and procedures which are being developed.

All the regulations for civilian safety and



But only America could think of this
(a gas-proof suit)!



—and this—

property protection which have been found practical for Canada are, of course, easily adapted to the American scene. In many instances, instructions on phases of civilian defence were taken word for word from Canadian and English pamphlets. In other instances only slight changes were necessary.

A great part of the training given to American firemen, police, and the auxiliary volunteer forces, is based directly on the instruction official observers received in England. First trainees have been used throughout the country to instruct other groups, and so it goes.

Libraries of information on all phases of civilian protection have been established here and all data obtainable from England and Canada on civilian defence has been correlated and utilised. Close and eager co-operation exists between American civilian defence authority and the British Library of Information, The British Embassy, and the British Press Service. This co-operation has proved invaluable. In these critical times, we can afford few blunders, and we have found that



—and this—

consulting those who have had first-hand experience with civilian precautions under actual war conditions saves a great deal of time and costly experimentation. It also gives authenticity to measures adopted here.

No one has been heard to say that we have found ways and means of improving the measures adopted in England. We have simply tried to adapt the British experience to our way of doing things in America. Besides, the system we have adopted has had no real test as yet. Should our experience develop new and effective means of combating enemy action, it goes without saying that our English allies would know it just as quickly as we found it out ourselves.

We can never under-estimate the value of the knowledge which England has gained at such tragic cost and which has been given so freely to us in the United States. It will be measured in human happiness and human life.

Pictures supplied by Sport, General, Wide World, Topical Press, Keystone, and International Newsphotos.

WE are STILL NOT READY for THE NEXT BLITZ

By Professor J. B. S. HALDANE, F.R.S.

Professor Haldane is well known, not only as one of Britain's foremost scientists, but also as chairman of the National A.R.P. Co-ordinating Committee and a staunch propagandist for better Civil Defence. We are sure that his views and suggestions will be read with interest and profit by all local government officers.

READERS of this article will naturally and rightly ask, "Who is this man Haldane? A biologist, isn't he? What claim has he to write about civil defence?" This is a fair question enough. My war work has been mainly for the Navy. I have done only a very small amount of research applicable to civil defence, and this is, perhaps rightly, secret. I am a very ordinary sort of fire-watcher, and once did some first-aid in a blitz. So I have not much claim so far.

On the other hand, I am chairman of the National A.R.P. Co-ordinating Committee, and as such have discussed most aspects of civil defence with my colleagues, and visited the scenes of a good many blitzes. This committee is a group of professional and technical men and women, social and welfare workers, teachers, local government officers, and others who, for the last four years, have been urging improvements in civil defence. I joined it because, apart from some knowledge of gas warfare, I had spent three months in Republican Spain, and hoped, vainly as it turned out, that my countrymen would at once learn the lessons of the raids by the Luftwaffe in that country.

The claim of our committee to a hearing can be judged from its past record. Two years before the "Context" was issued to improve the efficiency of the civilian respirator against arsenical smokes, we carried out experiments showing that it was needed, and published these results. In August 1938 we prepared an A.R.P. plan in which we advocated the construction on a large scale of tunnel shelters essentially similar to those actually made in London in 1941. In the spring of 1940 we pressed for the provision of lighting, heating, W.C.s and other amenities in all shelters in large towns: they were not, in fact, installed even in London until blitzes had been going on for some time.

The "Two-Stage" Shelter

Perhaps our most important recommendation was the building of heavily protected shelters which would certainly have saved many thousands of lives had they been begun before the war. When war broke out we did not continue to press for their immediate construction, which we knew was impracticable, but for the building of what we called the "two-stage" shelter. It was commonly called the "Haldane" shelter, though it was not designed by me, but by the architects and engineers on the committee, and embodied features of Spanish shelters and those built in Finsbury. It was in essence a reinforced "bomb-resisting" concrete box so designed that, after it had been built, further layers of reinforced concrete could be added to make it proof against direct hits. We submitted plans of it to the then Minister of Home Security, Sir John Anderson, in November 1939. It was not till June 1940 that he stated in the House of Commons that shelters built on this principle by local authorities would earn the Government grant. In spite of this, the programme of unreinforced brick shelters went forward, and it was not till late in 1941 that surface shelters were generally reinforced, as we had recommended in 1939.

We do not claim to have foreseen everything. We underrated the danger of the incendiary

bomb, as did the Government. But we can claim that had the Ministry of Home Security been less obstructive to suggestions put forward by us and many others during Sir John Anderson's tenure of office, the country would have been far better prepared for the first great blitzes. Recently, owing to the

SOME FAULTS—AND TWO REMEDIES

Despite substantial improvements in the past months, our civil defence organisation is still far from perfect, Professor Haldane declares. He cites a number of weaknesses which must be overcome if we are to be ready for a renewal of heavy air attack, and proposes two major remedies:

- The setting up in each area of an A.R.P. Advisory Committee, composed of representatives of the local authority and other bodies with civil defence responsibilities, local organisations and, particularly, the officers who do the work.
- The creation in each Region of a Regional Administrative Council composed of representatives of the local authorities, Government departments, and important local organisations.

While the advisory committees would keep the local machinery at full efficiency, the regional councils would co-ordinate activity and mutual aid between the different authorities, stimulate the attainment in each area of a minimum standard of efficiency, and—most important—ensure the collection and dissemination of information about failures, successes, and lessons learned, so that all might benefit from the experience of some.

shortage of labour and materials, we have concentrated on suggestions for administrative improvements. Our members have personally visited most severely blitzed areas. We think that we can claim the right to a hearing.

Serious Weaknesses

The raids between September 1940 and May 1941 showed up very serious weaknesses. The article on the Coventry "blitz" in LOCAL GOVERNMENT SERVICE for January 1941 was of the greatest value in showing up the position, and has been followed by many other useful articles during the past year. It had not been foreseen that heavy raids could completely disorganise every social service, from transport to gas supply, from food distribution to fire-fighting, that tens of thousands of people would be completely homeless and require, first, food, shelter, and often medical attention, and later, new homes—sometimes in reception areas.

But along with this great human problem is the dislocation of industry. The great raids on industrial centres and docks led to shortages of all sorts of commodities, heightened by the disastrous policy of storing large quantities of the same commodity in one warehouse. The serious effects were not so evident when

we were not actively engaging the enemy on any front. Today, our soldiers in Libya and the Far East are feeling them, and munitions of all kinds are desperately needed both by our own men and our Allies. It is obviously of the utmost importance to reduce the interruption of industry caused by raids as low as is humanly possible.

These interruptions are due to two causes. The first is physical damage to buildings and machinery. Very little has been done to prevent this. It is true that a great deal of excellent research has been carried out, and information is available on methods of strengthening buildings so as to localize damage, of protecting vulnerable points in production processes, of reducing fire risk, and so forth. Unfortunately, this information is far too little known, and very little indeed has been done to encourage factory owners to carry out protection of their undertakings.

Lessons not Learned

The second cause of interruption, and a very serious one, is interference with the normal life of the workers. In some areas bombed out workers have been billeted, or temporarily rehoused, far from their places of work, and have been unable or unwilling to come to work owing to the disorganisation of transport. In other areas the welfare services have been badly administered, and workers have spent a long time trying to get their families evacuated, searching for missing relatives, trying to get their possessions salvaged, or to get payments from the Assistance Board. In some cases they have had to travel all over the area to get different problems dealt with. In such circumstances they have naturally been more concerned with looking after their families than in getting back to the front line of production.

If this had happened in one or two cities it would have been excusable. Unfortunately, it occurred repeatedly in district after district over a period of many months. As in the case of military disasters which have repeated themselves more often than was necessary, some blame attaches to the Government. Highly placed men are responsible for the fact that the lessons learned in one area were not immediately taught to all others. Unfortunately, even today there is far too little interchange of experiences.

But local authorities must share the blame for complacency. The leading citizen of one most important Scottish area publicly justified its lack of preparation on the ground that it was out of reach of German bombers. Unfortunately, his theory was disproved by two of the worst blitzes which Britain has suffered. The fact that he received the honour of a knighthood may have encouraged almost equal complacency elsewhere.

During the past year A.R.P. has been greatly improved in many areas. Circulars have been issued giving instruction on many subjects, from the provision of information centres with all services under one roof to the equipment of empty houses to accommodate the bombed-out. Especially good progress has been made with the provision of static water supplies for the fire service. But with all this, we cannot say that we are completely ready, or even as ready as is possible in view of the huge demands on man and woman

power and materials for other branches of the war effort.

I cannot deal in detail with all that could and should be done, but here are some weaknesses which should be overcome if we are to be ready for raids this spring on our ports and industries. I doubt whether large, indiscriminate attacks, except perhaps gas attacks, on civilian populations are likely in the near future, but we should be prepared for them.

In many towns the post-blitz services are scattered over a wide area, and there is a shortage of highly trained staff for information centres.

Rest centres, emergency feeding centres, and other services are housed in old, large, and vulnerable buildings, while bomb-resisting steel-framed or concrete buildings are used for relatively unimportant purposes.

Schedules of billets are often out of date, and reserves of housing not ready for occupation.

Few authorities have made arrangements with their neighbours to pool their labour and stocks of material for the first-aid repair of war-damaged houses. There is a similar lack of co-ordination in many other directions.

Energetic steps should be taken to organise transport after blitzes for various purposes, particularly for immediate evacuation, and for taking workers to and from work during the period of reorganisation.

There is still a great need for co-ordinating the A.R.P. services organised by firms and by Ministries (e.g. Supply and Aircraft Production) with those of local authorities, and in organising mobile columns which can be rushed to raided areas.

Gas attacks, if they occur, will almost certainly be on a vast scale, so as to take the full advantage of surprise. The public is still very poorly educated to cope with them, and in particular, ignorant of the considerable gas-proof possibilities of ordinary houses, and of the necessity for evacuating them at short notice if seriously contaminated. Shelters are still often without gas-proof curtains, and the respirators of many adults are never inspected, and are by now useless.

The training and organisation of fire guards is very uneven. Many steps to reduce fire risks have not been taken except sporadically: notably the use of fire-resisting paints and fire-stops, and the provision of appliances larger than stirrup pumps where the necessary man-power is available.

In some quite vulnerable areas, shelters have not yet been strengthened or furnished in accordance with the latest standards.

Steps to Improvement

Rather than continue this catalogue, I wish to suggest two means by which improvements can be brought about.

Local authorities responsible for organising A.R.P. have to face two difficulties among others. One is lack of man power, the other the difficulty of making contact with local residents. In some areas much help has been given during and after raids by local organisations, including trades councils, churches, voluntary bodies such as the National Council of Social Service, and many others, including boy scouts. They have provided man and woman power for messengers, searching for missing people, staffing canteens, rest centres, and information centres, helping in shelters, and so on. The welfare organisations have been particularly valuable in providing skilled staff for information and rest centres, and the Citizens' Advice Bureaux have been outstandingly successful.

Local organisations can also help in transmitting knowledge of A.R.P. to their members. Surely by now every citizen should know what services are provided, how they work, and what to do and where to go if he or she needs help of any kind. He should also know how to deal with an incendiary bomb, what to do in a gas attack, and should have at least some training to enable him to co-operate with the

A.R.P. services in emergency. This information can be passed down through churches, clubs, and even political parties; in fact, through any existing organisation.

The Ministry of Health, in its circular No. 2453, recommends that the best possible use be made of local organisations in providing for the homeless after raids. I think that this

A RESTAURANT WITH NO TABLES!



THESE pictures illustrate an ingenious idea of Mr. J. M. Scott, director of community feeding at Portsmouth, who has used it to equip Southsea's tenth British Restaurant—the first in the country to have no tables.

The restaurant, like its nine predecessors, works on the cafeteria principle, each customer serving himself and collecting the food and cutlery on tray. But it is a tray with a difference, for instead of taking it to a table, removing the dishes from it, and putting it on one side, the customer merely has to fix it to a chair and it becomes a self-contained table.



In addition to saving trouble, the device saves space. Where it is used, a restaurant which, with tables, could seat 200 at a meal, can accommodate 280 in comfort. Moreover, the seats are collapsible, making it possible to clear the dining-room quickly or to transport the equipment to another building with little effort.

principle should be carried much further, and that they should be used in many other branches of A.R.P.

Probably the best method would be to set up A.R.P. Advisory Committees, including representatives of local organisations, representatives of the council and all other bodies with A.R.P. responsibilities, such as the P.A.C., the voluntary hospitals, and the

divisional officer of the Ministry of Transport, and particularly the officers who have the actual responsibility of carrying out the work.

Such a Committee would have a further important function; it would enable local residents to bring up their own difficulties, and thus keep the council on its toes. Not only would the committee members feel a responsibility for keeping A.R.P. at its highest level, but they would be in close touch with what was going on, and in a good position to keep alive enthusiasm for perfecting all arrangements. But these ends could only be met provided the representatives of local organisations were chosen by these organisations, and not appointed from above.

Regional Councils Needed

The second suggestion is this: I have already pointed out that local authorities are often ignorant of what is being done in other districts, and have no adequate arrangements for mutual help between neighbouring areas. Both these defects might be overcome by what our committee has called Regional Administrative Councils.

We suggest that such councils should consist of representatives of all local authorities in the Region, of all Government departments responsible for different kinds of A.R.P. work, including the Ministries of Home Security, Health, Transport, and Food, and of important local organisations such as trades councils and other bodies with a special interest in A.R.P.

The Regional Commissioner would have the responsibility of working in close harmony with this council, which would be able to act in requisitioning premises, sanctioning expenditure, keeping backward areas up to scratch, and in a variety of other ways. Such a council would be of particular value in billeting homeless people from one area in property under the jurisdiction of the authority of another area, and in pooling labour and materials for all kinds of civil defence work, including the transfer of officials when required.

Of course, such a council would not be expected to meet and deliberate during an emergency. Its function would be to prepare for emergency by making the necessary contacts. The Regional Commissioner would act during the emergency, but the council would be able to discuss his actions at a later date. I believe that such a council, representing the local authorities, would do much to break down the feeling of obstruction which has often disheartened some of the more progressive authorities, and to shake the complacency of the more backward ones. It would further provide a means of contact with the Ministries, which would have a better opportunity of understanding the point of view of the authorities.

I am particularly glad to be able to put these suggestions before local government officers, who have, on the whole, done magnificent work in the raided areas. They probably know the defects in our present civil defence system better than anyone else. But the traditions of their service make it very hard for them to point out these defects. No one supposes that they could properly be as vocal concerning them as the man in the street. But perhaps some of them have erred on the other side, and failed to make constructive suggestions where this was practicable, for fear of censure from above. Such censure is doubtless a serious matter, but the defeat of our country would be infinitely more so; and victory may well depend on keeping up production, transport, and civilian morale in the trying times which are still before us. Our civil defence organisation is still very far from perfect. It can only be perfected with the help of those whose special knowledge best fits them for the task.

"Blitz" Rehousing—A Local Government Triumph

By T. E. COWAN, F.C.I.S., Rehousing Officer, Tottenham

Amid the many triumphs of wartime local government, few have been so striking as the rehousing of the thousands whose homes have been wrecked by bomb and fire; this despite the fact that the problem had been virtually unforeseen and that it had to be solved, without preparation, in the stress of heavy raids. This article, describing the work in one London borough, will be of special interest and value to officers in areas which have so far escaped a "blitz," but which may yet experience one.

HOMELESSNESS is probably one of the greatest problems which has arisen as a result of air attack, and appears to be the one for which the least preparation was made. While all other civil defence services were organised on a "stand-by" basis for twelve months before heavy raiding began, little attention had been paid to the plight of those left without a house, and the present organisation was built up in the hardest school of all—that of experience.

It is perhaps true to say that when heavy raids began such organisation as existed was "confused," but this state of affairs was quickly realised, and the first result was the appointment of Mr. H. U. Willink, K.C., M.P., as Special Commissioner for Homeless Persons in the London Region. From that moment confusion began to dissolve into comprehension. With comprehension came action, early evidence of which was the issue of Ministry of Health Circular H.P.C.L.13, which advocated the co-ordination of all the services for homeless persons into the charge of an individual officer. This officer, for whom the title of "rehousing officer" was suggested, was to report through one of the chief officers of the corporation. My authority determined that this officer should be the medical officer of health, Dr. G. Hamilton Hogben, who is also responsible for the general administration of war damage repair to residential property. This arrangement, while probably unique, is a particularly happy one, since it places the general public health services, war damage repair, and the welfare of the homeless all under central administrative control.

No Room for Theorists

The duties of the rehousing officer were to include, *inter alia*, the organisation and administration of rest centres, hostels, sick bays, and half-way houses, feeding of the homeless, billeting, salvage and storage of furniture, rehousing, and the giving of all other possible assistance to ease the plight of the bombed people.

The qualifications of a rehousing officer would seem to demand, apart from a good knowledge of local government procedure and general administrative ability, a capacity to interpret in a reasonable manner Government circulars and memoranda, a clear understanding of the ordinary problems of ordinary people, and an infinite patience and tact to enable him to hold a reasonable balance between the various voluntary agencies who give so much valuable service in this work.

While this is the ideal, it is not easy to attain it. Government circulars are many, and are not always easy to implement. The best that can be done is to interpret them sympathetically, since it is the declared policy of the Government to avoid hardship to the homeless. To do this, one must have close contact with the people and understand their needs. There is no place here for the man who is merely a theorist.

The work and claims of the voluntary organisations must be fully recognised. They play an enormous part in the successful operation of the scheme. The discovery of so much competent voluntary service is one of the

major triumphs of the war. But this personnel must be handled with care, and the officer who fails to recognise that they are volunteers is doomed to a life of apprehension and despair.

Simultaneously with the appointment of rehousing officers came the recommendation that local authorities should establish central information bureaux in which would be centred all the services homeless persons were likely to need—rehousing, billeting, salvage and removal of furniture, recovery of personal effects, Assistance Board, war damage repair, evacuation, national registration, Lord Mayor's distress fund, and so on. This proposal, which was immediately implemented by my authority, has probably done more to reduce hardship and waste of time and energy by the already weary homeless, by saving them long walks from office to office, than any other act, official or otherwise.

A further step to prevent distress due to ignorance has been the preparation and issue of an information leaflet telling the public what to do and where to go for help after an air raid. The leaflet is so arranged that the paragraphs on each service appear in order of priority of need—beginning with the addresses of all rest centres and going on through billeting, salvage of furniture, and Assistance Board, to information on lost documents and insurance policies.

How the System Works

How the scheme works may best be understood from a description of the service in action.

When a bomb falls in the borough, members of the rehousing staff are at the scene almost before the dust has settled, and certainly before the rescue parties have finished their work, taking with them a portable loud-speaker if the area affected is extensive. The homeless are at once shepherded to the nearest rest centre, the staff of which have previously been warned to prepare for them. Houses near the damaged area are searched for people remaining in them. This is important, because it is often found that houses which appear during the night to be only superficially damaged are, in fact, in process of gradual collapse. Much distress has been avoided by insistence on evacuation from all buildings about the safety of which there is any doubt. Transport is provided for old people, children, and those without clothing. Infirm or ill homeless who, while not casualties, are not suitable for even a temporary stay in a rest centre, are taken by ambulance to a sick bay, where they are put to bed and given competent medical and nursing care.

While this immediate work is in progress, the area is placarded with posters telling the remaining residents what to do and where to go for help next day. For the rest of the night a member of the rehousing staff remains on the spot to see to the transfer to rest centres of any persons rescued uninjured from damaged buildings and to deal with other homeless wanting help. It often happens, too, that relatives learning of the damage come during the night in search of people who, by this time, are safely settled down in a rest centre, and an

officer on the spot can save them much mental distress.

Constant touch is kept with the control centre by telephone, in case of the occurrence of further damage.

The presence of officers whose sole duty is the care and welfare of the uninjured homeless is of tremendous importance and is a sure way of stopping a stream of refugees wandering aimlessly through the streets or drifting into public shelters.

A word here on the general rest centre organisation. This service was originally the responsibility of the county council as the scheme-making authority and was administered by the public assistance committee through the area public assistance officers. During November, 1940, the county council delegated its duties to the local authorities, and in most areas this work was added to the duties of the rehousing officer.

In my area there are eleven rest centres, to accommodate a total of 1,550 people, or approximately 1 per cent of the population. These centres are carefully sited with regard to density of population and distance, and are so arranged that no person should have to go more than 200 yards to reach one. Five, housing 850 people, are "first line" centres, equipped to provide for every want of the homeless, even down to razors, boot brushes, and spare clothing. A recent development is the provision of special playrooms for children so that, when the parents have to go to the information bureau or return to their shattered homes, the children will be spared the distress of these journeys. The playrooms greatly assist their recovery from the shock of their experiences.

There is adequate washing and sanitary accommodation in the rest centres, and the occupants sleep in warm shelters provided with bunks, mattresses, and blankets, or in beds in protected dormitories.

The "Second Line" Centres

The remaining six centres, housing 650, are "second-line" centres, and are in schools chosen primarily for convenience of site. They are provided with equipment similar to that in the first-line centres, and the homeless sleep on mattresses in the protected rooms provided for the schoolchildren during the day. Here, too, there is adequate heating, washing, and sanitary accommodation, together with supplies of food and other necessities. The second-line centres are intended for first reception only, and homeless who spend the first night there are transferred next morning to one of the first-line centres, where they may remain until a permanent home is found for them. The normal use of the schools is not interfered with unless the number of homeless is exceptionally big, when they might have to be retained as rest centres for a time.

As soon as homeless people go into a rest centre they are given coffee, cocoa, tea, or soup, as preferred, and a light meal if required. After that they usually sit around for a while and discuss and compare their recent experiences. Normality and good spirits quickly return with the warm drinks and the atmo-

sphere of security induced by the presence of their fellows and the cheerful surroundings of the centre. Beds or bunks are allocated, and within a surprisingly short time all are fast asleep.

The preparation and equipment of these rest centres is a constant preoccupation of the department during quiet periods, and the aim is always to make them as cheerful as possible and to make our guests feel that they really are guests. The centres are staffed by volunteers of the Women's Voluntary Services, British Red Cross Society, and St. John Ambulance Brigade.

The next steps are:

(a) To get the central information bureau in full operation;

(b) to arrange for the salvage, removal, and storage of furniture and other belongings, including valuables, from damaged buildings; and

(c) to arrange for the feeding of the homeless.

On the morning after the raid, when other civil defence services have completed their immediate duties, the rehousing officer and his staff start their afresh, first ensuring that all the relevant services are at their posts at the information bureau. The rehousing officer gets in touch with the area officer of the Assistance Board and discusses with him the size and nature of the night's events, so that this officer may arrange for an adequate staff to be at the information bureau with enough cash to meet all probable demands.

The war damage department will meanwhile have been on the job early and is soon able to give the rehousing officer a list of damaged houses classified according to the degree of damage. The rehousing officer passes this information to the Assistance Board officers, billeting officers, and rest centre supervisors, so that only those persons entitled to official assistance are given it. Border-line cases who are not entitled to official aid, but who may be suffering hardship, are dealt with through the Lord Mayor's Distress Fund.

Vans loaded with window felt are sent to the damaged area by the war damage officer so that householders may themselves make temporary repairs of minor damage.

Salvage of Furniture

Meanwhile, arrangements are made with the transport officer for removal vans to be at the site to move salvaged furniture. The rehousing officer surveys his storage accommodation and maintains contact with the staff officer of the rescue squads, so that there shall be no overlapping as to priority of removal of furniture. The available storage accommodation and other essential statistics are represented on graphs in the central office of the department—a valuable aid to an efficient service.

All furniture salvaged is disinfested as a matter of routine. A large storage hall, divided into three compartments, was selected for this work. The salvaged furniture is stacked into the first, or reception hall, where an inventory is taken and the furniture is labelled with serial numbers. The inventory is taken in triplicate, one copy being retained at the store, the second handed to the owner, and the third filed in the rehousing department.

This work completed, the furniture is moved to the second, or gassing, chamber, which has been sealed against the leakage of gas. This chamber holds an average of 15 lots of furniture. The work of fumigation, by hydrocyanic acid gas (Zyklon B), is carried out by a firm of experts, who are called when the chamber is full, and take all responsibility, staying on the premises until the goods are again safe to handle. A clearance certificate is issued by the company before the goods are again handled by the corporation's porters. The furniture is then moved to the third hall, to await removal to a more permanent store. The cost of fumigation, including transport

to and from the stores, averages 35s. per lot. Careful attention is paid to the stacking of the furniture in the more permanent stores, and the simple device of painting white lines on the floors to provide inspection aisles has greatly simplified the work.

Money, documents, and valuables are handed to the rehousing officer and, after collation, are placed in hessian bags, made by the W.V.S., and varying in size from 4 to 18 inches square, sealed, labelled and locked in a pigeon-holed strong room allocated for this purpose. This method avoids much argument as to what was recovered. Cash is kept in the container in which it was found—purse, handbag, or cash box—for a month, and is thereafter paid into a special bank account, in accordance with London region circular 388.

There is great danger of a bottleneck at the central information bureau should the flow of people going there be uncontrolled, especially since the work of the Assistance Board officers



"I know I won £1,000 in the Pools—but I keep telling you, my wife took that."

is necessarily comparatively slow. To control this, the number attending at the bureau is maintained at a reasonably constant level by the rehousing officer, who informs the rest centre supervisors by telephone when and how the homeless should be advised to attend.

Those who have to wait for long periods are given tea and light refreshments from the Mayor's mobile canteen. A cup of tea at such times works wonders with jagged nerves.

The mid-day meal at the rest centres is cooked in central kitchens and is taken to the centres in heat-retaining containers. The community feeding officer is notified early each day of the numbers requiring to be fed. Those whose houses are habitable but who are unable to cook because of the interruption of services are provided for by mobile canteens or community feeding centres. Information on these and relevant matters is disseminated by loud speaker.

Finding New Houses

We have long urged, and are continuing to urge, the public to make preliminary arrangements to stay with friends or relatives should they be made homeless, and where this has been done a billeting certificate is issued, entitling the person providing the accommodation to an allowance of 5s. a week for each adult and 3s. for each child for a total of two weeks. After this period, some refund of subsequent payments may have to be made by the person billeted, according to his capacity to pay and Ministry circulars on the subject.

Where those rendered homeless had previously lived alone, say in one or two rooms, it may be unreasonable or impossible to provide them with a house, so they, too, are

billeted on billets chosen from a register maintained for the purpose.

All the measures so far described are obviously only temporary, and the complete solution is rehousing.

"Rehousing" means just what it says—the provision of alternative and similar housing accommodation to that enjoyed by the homeless immediately before the raid. "Enjoyed" may not be the operative word in some cases, but in spite of that the rehousing service does not pretend or attempt to improve the housing standards of the community. Present conditions make this impossible. It is important that these facts should be understood, otherwise confusion and disaster for the rehousing staff will result.

The rehousing officer has to maintain a reserve of empty houses serviced and in every way prepared for immediate occupation by homeless persons. The number to be held in reserve by each authority is determined by the Special Commissioner, but the job of finding the houses belongs to the rehousing officer. The average reserve for a large London borough is 150 to 200 houses or flats.

In normal times, it would be fairly simple to find a suitable number of houses in a reasonable state of repair, but the pincers of war damage and previous rehousing are gradually squeezing dry the vacant property market. Knowledge of local conditions and an effective scheme of co-operation with property owners and estate agents is essential, therefore, in gaining information on available property, and a variety of means is used to supplement these sources of information.

Competent requisitioning powers are delegated to local authorities under the Defence Regulations, and certain legal and other formalities have to be satisfied, but these need not be discussed here.

Houses Must be Ready

Having requisitioned suitable properties, with due regard to the nature of the district and the usual requirements of the particular public being served, the rehousing officer's next step is to have the houses made ready for occupation. Repairs will undoubtedly be necessary, since to-day only properties which have been damaged are available. The usual services of water, gas, and electricity have to be checked and, where defective, made good. In winter, care has to be taken to empty tanks to avoid frost damage, and there are similar seasonal measures to be watched. Blackout is prepared, gas cookers fixed, and the whole house rough cleaned.

Not until all this has been done can the house be taken into the housing reserve. The standard of readiness must be such that the homeless have only to turn the key in the door to take up occupation.

A reserve stock of Government furniture is held at certain decentralised stores, put up in lots ready for immediate despatch to the houses. This furniture includes tables, beds, chairs, lino, rugs, crockery, cooking utensils, cleaning materials, and so on, down to tin openers. This furniture is loaned to the rehoused person and is intended to meet his needs until new furniture can be bought with the grant made by the Assistance Board.

Having thus built up a suitable reserve of vacant, serviced properties, the rehousing officer is ready to proceed with his proper job of rehousing the homeless.

Since the accommodation offered must approximate to that previously held by the homeless, it is unwise to requisition in an area of working-class homes of, say, 5 or 6 rooms, large houses of the 8- or 10-roomed type often found in such areas. It is recognised, of course, that the housing shortage may become so acute that the rehousing officer may have no alternative but to take any vacant

(Continued at foot of next page)

Information Bureau—War Service That Must Stay in Peace

By T. USHER, Town Clerk's Information Bureau, Manchester

Most people think of the Municipal Information Bureau today as a service concerned exclusively with air-raid problems. Mr. Usher here explains how much further Manchester's bureau goes than that, answering more than a thousand questions a week on all manner of problems, maintaining a comprehensive index of information, and publishing pamphlets and other material. A service of this kind, he argues, should be maintained after the war, when the need for it will be greater than ever.

"BUSINESS AS USUAL" does not apply to this war. Of all the slogans of the last war it is the most discredited, especially when applied to a municipal information bureau.

It has been our experience in the town clerk's information bureau of the Manchester corporation that the technique of public relations and dissemination of information in war-time bears little relation to that of pre-war days, so great is the expansion of the service which must be provided and so different are the physical and psychological problems to be overcome.

Measured by war standards, a peace-time information service was a comparatively leisurely institution. The citizen had to be persuaded to take an interest in his municipality and patiently educated to a realisation of the value he received in return for his rates and of the importance of his democratic vote. Demands by the government upon the intelligence of the citizen were few—limited, in many cases, to the completion of those beastly income-tax papers and a spot of bother over national health insurance. Maybe this is an understatement, but a glance back into the already misty memory of peace gives that impression to one who has experienced the flood of war-time questions which comes from our bewildered and often exasperated citizens!

What did we do in those legendary days? We helped to organise exhibitions of the work of the local authority; wrote the corporation handbooks and some departmental leaflets; helped visitors find their way round the town; helped in some government publicity campaigns;

directed inquirers to the right corporation department; and made ourselves generally useful.

But when war broke out, although we had at least a basis upon which to work, we were soon to realise that if the needs of the public were to be met, a new approach to the problem and a new attitude of mind were imperative. Firstly, the basis of the service had to be broadened to meet any inquiry upon any subject which might affect the public, and, secondly, it had clearly to be understood that the inquirer would probably be a much-harassed man to whose troubles our most sympathetic consideration must be devoted.

The essential difference between peace and war, therefore, may be summed up by saying that in peace the inquirer would be mildly curious and his curiosity had to be developed into a deeper interest in his citizenship; but in war the inquirer would bring to the bureau a problem both urgent and personal, failure to answer which might affect his enthusiasm for the war effort.

The organisation of the bureau was therefore changed at once: the information angle was brought to the forefront and the public relations angle was relegated to second place.

Here are a few of the ways in which our Information Index—kept on the card-filing system—was built up to its present level of many thousands of entries, each having a direct bearing on the war effort:

A library of reference books was built up, and items from these were indexed into the general card index: books in this library include "Public Social Services" and

"Voluntary Social Services," published by the National Council of Social Service; "Annual Charities Register and Digest," published by Longmans; small handbooks on such subjects as the War Damage Act; Personal Injuries (Civilians) Scheme; Welfare of Soldiers; Landlord and Tenant (War Damage) Act; Welfare of Refugees; Welfare of Servicemen's Families; and similar publications.

The various government and voluntary bodies in the city were asked to submit a brief account of their work in war time (often this was subsequently issued by us to inquirers, in the form of a duplicated leaflet), and important items were indexed in the general card index.

Arrangements were made for the National Council of Social Service to supply us with their Citizens' Advice Notes. We co-operated with the local citizens' advice bureau in the issue of weekly bulletins of information to their district bureaux and to other authorities giving information to the public. These bulletins and notes were filed and important items transferred to the general card index.

Most of the national and local newspapers, and such publications as the Monthly Review of the Chamber of Commerce, the Municipal Journal, and the Municipal Review, were read, and everything likely to help in answering public inquiries was pasted in a press cuttings file and indexed in the general index. These cuttings will soon run into five figures!

Charting the Maze

In addition, every department of the corporation was approached with a request for a complete statement of its war-time duties, together with the name of the officer handling each duty, the number of his room, and his telephone number. The replies were co-ordinated and grouped, and the duties indexed under every possible head. The whole was then issued in the form of a duplicated booklet, with index, to every corporation department, to government and other public bodies, to voluntary and social organizations, to the Press, to neighbouring local authorities, and, in short, to any body or person who might wish to get in touch with the corporation on war questions.

The regional office of the Ministry of Information (with whom close and friendly contact is maintained) co-operated in the joint publication of a War-time Handbook, containing a selection of the items of information known to us. This booklet was welcomed by the public, and nearly ten thousand copies were sold at 3d. In the preparation of this and other booklets issued by the bureau, helpful co-operation was given by the Manchester libraries, the Manchester citizens' advice bureaux, the Manchester Chamber of Commerce, and similar bodies. Co-operation of this kind is essential to the success of any public information bureau.

At first, of course, many questions could not be answered at once, but no inquiry was allowed to go unanswered; by telephone calls,

(Continued at foot of next page)

SERVICE'S "BLITZ" REHOUSING TRIUMPH

(Continued from preceding page.)

accommodation available, size being of secondary importance. In these circumstances, great care must be taken in apportioning accommodation to the prospective occupants.

The officer must realise that he has an obligation to the owners not to cause unnecessary deterioration to a neighbourhood by carelessly dividing properties among various families in a locality in which the houses have hitherto been occupied as a unit. Wise and careful planning is important.

The homeless usually show a natural desire to move up in the housing scale, and are apt to exaggerate the accommodation they previously had; the rehousing officer must, therefore, have a good knowledge of the property in his area. To meet this situation, I have developed a colour code to indicate on the key-card the accommodation and state of repair of each property. This has proved a tactful way of dealing with otherwise difficult situations.

The first two weeks of occupation in the new house are allowed free of rent. Thereafter, the rent is determined primarily by that previously paid by the tenant—and herein lies the importance of approximating the new accommodation as nearly as possible to the old.

Subsequent welfare visits are paid to ensure that the family have settled down comfortably. When this has been assured, the act of rehousing is complete.

There remain the routine task of maintaining the total block of requisitioned houses in reasonable repair, the collection of rents, and the innumerable details which arise in the management of a large housing estate, with the important difference that, whereas the average housing estate consists of houses of a standard type in a standard state of repair, the rehousing officer is responsible for a scattered collection of some hundreds of houses and flats widely different in type, and each in a different state of repair.

Generally, it may be said that rehousing has no parochial boundaries and that each area is prepared to absorb a reasonable number of people from a more adversely placed neighbour. Mutual aid is a constant practice in this service, but is carefully controlled. It is operated through the group rehousing officers who, acting on behalf of the Special Commissioner, are the liaison between the Ministry of Health and the local authorities and also between the various local authorities themselves on all general questions affecting homeless persons.

Whether the structure built up and now acting as the focal point of official social welfare in war time will develop into an official social welfare organisation after the war is a matter for conjecture, but I submit that there is sufficient evidence to show that, once again, the overworked and often maligned machine of local government has proved itself capable of solving a great social problem.

National Interest Demands

A NATIONAL HEALTH SERVICE

By **NORMAN WILSON, M.A., Dipl.P.A., Lecturer in Public Administration at Liverpool University**

To prevent misunderstanding, it must be pointed out that all the articles in this series represent the views of the writers only, and not necessarily the views of NALGO or of "Local Government Service." They are published with the object of stimulating thought and discussion within the Service, and to that end the writers have been invited to be provocative.

SHOULD a NALGO member apply for a post in another county borough he does not think it necessary to inquire if the citizens of that town are provided with street lighting (in peacetime!), passenger transport, gas, water, and electricity. He may take it for granted that both elementary and secondary school education are available, and that a competent police force affords security from the wrong-doer. He will not wonder if he may have to dispose of his own household refuse or depend upon the efforts of himself and his neighbours should his house catch on fire. No doubt he will take care to find out what is the rate levied in the town of which he hopes to become a resident; but he is likely to assume that in other respects conditions will be generally the same as those to which he has been accustomed.

Yet, if his application is successful, he may find to his concern that certain important services of which his family have been availing themselves are not provided. His wife may have been attending a post-natal clinic for advice and treatment; a delicate child may have been receiving the benefit of artificial sunlight; an older boy at a secondary school may have enjoyed the advantages of annual dental inspection and treatment. He may discover that all these services are lacking, together with others to which, in his former town, recourse could have been made had need arisen. This difference in the provision made as between one place and another is the outstanding characteristic of our public health service.

Apart from the system of national health insurance, the care of the public health is con-

ceived to be a responsibility to be divided between central and local agencies. Legislation gives authority for measures to be em-

NEW MACHINERY WANTED

The public health service to-day, Mr. Wilson declares, is "a mere hotch-potch of local services varying enormously in range, effectiveness, and extent." The needed uniformity can be attained only through new machinery, with single responsibility. Such machinery, he suggests, should comprise:

- A Public Health Advisory Council, composed of representatives of medical associations, universities, scientific societies, and local authorities, to plan the broad outline of the public health services.
- A Regional Public Health Commissioner in each area, appointed by the Minister of Health, to carry out the policy laid down by Parliament.
- A staff of medical, technical, nursing, and administrative officers, working under the Commissioner and enjoying equal conditions of salary and service.

While local authorities would have no administrative control over the services, they would have the right to make representations to the Commissioner.

ployed; a central department is endowed with advisory, supervisory, and, in some cases, coercive powers; local authorities, consonant with their status, are entrusted with the provision and administration of the services. In some directions, these services must be provided; in others, they may be provided.

Duties and powers fall broadly into two categories: first, those concerned with environmental hygiene (disposal of refuse and sewage, prohibition of nuisances); second, those concerned at first hand with the health of the individual (maternity and child welfare, school medical inspection). In regard to the first category there is a generally satisfactory level of uniformity, for two reasons. The provision of a sanitary environment is enforceable by law, both upon the individual (e.g. property owner) and upon the local authority. There is general agreement that such an environment is essential; since epidemics caused by imperfect drainage cannot always be localised and all may be involved in them. It is possible, therefore, with a good degree of justification to speak about a national health service in regard to the physical surroundings in which we live.

Healthy Environment Not Enough

But a healthy environment, though the basis of a public health service, is no more than the basis; it is not the whole structure. People may live in conditions from which the risk of water and sewage borne infections have been practically eliminated and yet suffer from the diseases and physical disabilities caused by an imperfect economic society and its consequences of ignorance and indifference. Yet the conception that the existence of ailing and unfit persons is detrimental to the interests of society as a whole is not yet very widespread. As a result, public money spent on the personal health services is still suspect of being money wasted; the belief that it is the responsibility of the individual to protect his own interests, irrespective of his capacity to do so, is by no means dead. It is, in fact, the underlying reason for the continuance of private medicine, which presupposes that individual ill-health is the concern only of the sufferer and a person competent to deal with it and ready to do so on payment of a fee.

It was, nevertheless, a growing realisation of three things that led during this century to the creation of the personal health services:

That many people were unable to protect their own health;

That a prevalence of physical inefficiency was harmful to the community; and

That the prevention of ill-health was even more important than treating it when it occurred.

We have, therefore, seen a great deal of legislation providing both for the prevention and the treatment of personal ill-health. Two features are common to most of it. The first is that local authorities have been given the responsibility of providing and administering the various schemes, under central direction and with financial assistance from the Exchequer. The second is that legislation has given powers and not imposed duties: that is

MANCHESTER'S INFORMATION BUREAU

(Continued from preceding page)

letters, and even personal visits, some public body or individual was persuaded to let fall for a moment the veil which seemed at that time to cover their activities! The inquirer was then supplied with an answer to his query, and the information was put on the general card index. As time passed, our indexes became more and more comprehensive, and our friends the officials more co-operative, and it is not an exaggeration to say that not one in a thousand inquiries now goes unanswered. If the solution to the problem cannot be given because it is too technical, the inquirer is given the correct address at which the query can be answered.

Fortunately, there is no jealous guarding of their own special knowledge—as could so easily happen, human nature being what it is—between the bodies giving information in Manchester. We—that is, the town clerk's bureau, the library bureau, the citizen's advice bureaux, and the Ministry of Information—pool our information so far as practicable, although each specialises in one branch of information. For instance, the Ministry of Information primarily handles government information, the library handles commercial information, the C.A.B. gives personal advice, and our own bureau specialises in general information—if one can do this seemingly

impossible feat! All our indexes are open to any other bureau, the telephone forming our mutual link.

Although we regard ourselves as an information rather than an advice bureau, the two functions are in fact inseparable, and we often find ourselves in the sometimes embarrassing position of a father confessor. It is very satisfying to us, however, to see a distressed citizen leave the bureau without the worried look he bore when he came in.

All this has meant hard work and racking of our brains for new lines of inquiry. Has it been worth while? The reader may judge from the fact that the bureau now answers more than a thousand public inquiries a week, excluding war damage inquiries, an aspect of our work dealt with in the December LOCAL GOVERNMENT SERVICE.

Shall we revert after the war to our former status and function? I am confident that we shall not. The tendency to public control and ownership of industry, the imperative need for central control and planning of distribution and exchange of commodities, and the constantly spreading network of public social services, will bring the citizen into ever closer touch with the civil service and the municipality, and someone will have to explain to the public that incomprehensible paragraph in Clause III of Section 5 of Form 17B!

A.—HEALTH SERVICES IN COUNTY BOROUGH—1934

Payment of midwives' fees in necessitous cases ...	● ● ● ●	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Payment of obstetric consultants' fees in necessitous cases	● ● ● ●	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Toddlers' clinics ...	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Orthopaedic clinics ...	● ● ● ●	● ● ● ●	○ ○ ○ ○	● ● ● ●	○ ○ ○ ○
Artificial sunlight treatment ...	● ● ● ●	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Complete school dental inspection and treatment ...	● ● ● ●	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Special schools for mentally defective children ...	● ● ● ●	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Special education for partially blind children ...	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Housing provision for tuberculous patients ...	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○
Conversion of poor law hospitals into public health hospitals ...	● ● ● ●	● ● ● ●	○ ○ ○ ○	○ ○ ○ ○	○ ○ ○ ○

Solid circles represent authorities providing the service.
Outline circles represent authorities not providing the service.
Each symbol represents 5 authorities.

to say, legislation has been almost wholly permissive.

Several circumstances combined to entrust local authorities with the immediate responsibility for the personal health services. There was no comprehensive Act of Parliament introducing them on the grand scale. Legislation has been in bits and pieces, now dealing with school children, now with mothers and infants, now with the tubercular. Under these conditions (and for other reasons) it was natural for each new piece of legislation to utilise the already existing local government units which had gradually taken over the functions of a variety of ad hoc authorities. It was felt also that local responsibility for health services would create local interest, and that central direction would result in an approach to a national standard in the services which were provided.

Disparity of Services

Unfortunately, these new powers were granted at a time when the rate-burden incurred in such unavoidable commitments as education, road maintenance, poor law, and police was heavy and growing heavier. Consequently, a fairly widespread lack of conviction as to the need for these services was reinforced by a reluctance to add to expenditure, more especially as the earlier form of Government grant (on a percentage basis) favoured the wealthier authorities whose need for the services was smaller. As a result, though it would be improper not to recognise the general development in public health, there is an astonishing disparity in the provision made as between one area and another. There is naturally a relative disparity because a town with a high proportion of well-to-do elderly people requires to do less in regard to maternity and child welfare than does an industrial area. But the disparity is also absolute; between places that are broadly comparable the difference in provision may be great.

The two accompanying diagrams illustrate this statement. Diagram A shows the number of county boroughs (out of a total of 83) providing certain health services. The figures apply to 1934, but it is unlikely that more recent information would show any different picture. Diagram B, showing, in pence per head of population, the net expenditure on these services in 1933-4, illustrates the degree of disparity most effectively.

Whatever else these facts suggest, they prove that the country cannot claim to have a national public health service in the sense, broadly speaking, that we have a national education or police service. A national service demands that facilities provided in one area shall be provided, and as adequately, in any other area. For it must be realised that, though every county borough has a scheme for

maternity and child welfare, for example, it does not follow that each is adequate to meet local needs or that it adheres to a common standard. There may be insufficient clinics or insufficient staff. The income-level below which certain services are provided free may be fixed so low as to exclude all would-be users except those in the direst poverty.

Permissive Powers Not Enough

The main cause of the extreme unevenness with which the personal health services are provided lies, therefore, in the permissive nature of most of the legislation which authorises them. It is true that, though legislation has conferred powers and not imposed obligations, local authorities have not been left completely free to use their powers at their own sweet will. The Ministry of Health (in earlier years the Local Government Board) has done useful work in the way of advising, warning, coaxing, pleading, and intimidating. But even the bribe of paying half the cost of an authority's approved expenditure never succeeded in making the Ministry's efforts effective in the final event if the authority was, or felt, or pretended itself to be, unable to meet its own half of the cost. It might on occasion scare a timid council into submission; it was powerless against a resolute one. With the Local Government Act, 1929, however, the Ministry of Health had a formidable weapon placed in its hands in the shape of the power to reduce or withhold the new block grant if the health services were not efficient and progressive. Owning a weapon, and having the determination to use it, however, may be two different things. At all events, to whatever extent the pistol may have been waved about, it has still to be fired. It cannot be that the knowledge that it might be has had a sufficiently intimidating effect, as the evidence given above of the highly diverse use of powers proves. One can only surmise that the political consequences of firing the pistol have been so awesome as to paralyse the Ministry's finger on the trigger.

At any rate, the fact has to be faced that

local authorities largely please themselves. It is sometimes said that though permissive powers will be used unevenly, the justification for granting them is that local authorities are endowed with scope for experiment and initiative, and that the enterprise of the few will result in due course in others following their example. This process certainly occurs ; but when the time-lag between the inauguration of a new service and its adoption even on a fairly wide scale may be twenty years or more, it surely does not commend itself as being the best way of securing higher standards. In 1934, two county boroughs had still to supply needy schoolchildren with free meals, powers for which were given twenty-eight years previously ! The spectacle of a handful of authorities leading the way, with an army straggling along in their wake whose rearguard is out of sight, may evoke respect for the leaders but few testimonies to the plan of campaign.

Causes of Failure

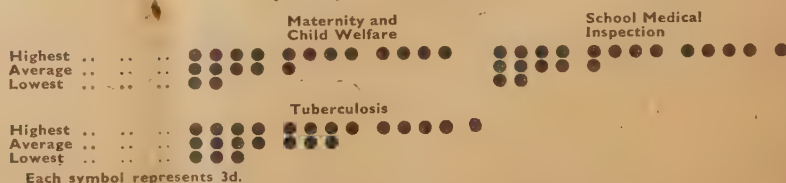
Why do local authorities use their powers to such a varying extent? Why is it that some mentally defective children are left to roam the streets; that some mothers have to wait for hours in a grossly overcrowded clinic before they can see an harassed doctor; that some patients can still be admitted into hospital only on a relieving officer's order?

Among the reasons are disbelief in the need for anything but a minimum provision; indifference on the part of council and public alike; and financial inability, real or merely professed, to do better. There is no doubt that this last reason is a justified one in many cases, even though the grant system was altered in 1930 so as to distribute assistance in accordance with need. Unfortunately, since the grant is not given specifically in aid of the health services, the advantage to the poorer towns that should have accrued was never realised because of unavoidably higher expenditure on public assistance. In one county borough whose expenditure I analysed in 1937, the increase in the block grant over the old grants was wholly consumed by the increased cost of poor relief—a sufficiently potent argument to cause the council to reject a scheme to build a badly needed clinic.

But though some towns with justification can plead financial stringency as the reason for inadequate services (and some hard-hit towns, in fact, have good ones), it is safe to say that most would advance this plea if challenged. Since it is difficult to determine at what point a rate becomes detrimental to the interests of a town, it may not be easy to refute the argument. Any attempt to enforce a higher standard would be fiercely resisted, even if powers other than the power to reduce the block grant were available. An increase in that grant would not necessarily be used on better health services, since (as stated above) it is not allocated to any especial purpose. A specific grant to bring services up to what the Ministry might consider to be a reasonable level would have two drawbacks: First, it would be unfair to give assistance to authorities that had quite deliberately not accepted their responsibilities while denying it to those who had done their best, perhaps at considerable cost. Secondly, and more importantly, a specific grant would

B.—EXPENDITURE ON HEALTH SERVICES, 1933-4

In pence per head of population



involve much greater control by the Ministry and so restrict that local freedom which, it is argued, it is the merit of permissive legislation to preserve. Further, it would lead to varying degrees of control, being necessarily greater in towns less able to maintain good services and so in greater need of help.

Advocates of regionalism declare that the creation of larger administrative units would solve many of the problems caused by the existence of a great number of authorities many of whom cannot or will not function efficiently. In certain directions this is no doubt true; but not in regard to almost wholly rate-borne services. To substitute fifty regional authorities for the three or four hundred existing authorities which have public health powers might substitute fifty different levels of attainment for three or four hundred, certainly; but the gap between the worst and the best might be as great as it is now, so long as each region was as free as each of its components was to please itself. In any case, regionalists should recall the report of the Royal Commission on Local Government in the Tyneside Area. One of the reasons for their recommendation that a regional authority should be created was expressed as follows: "The inordinate disparity in the provision and maintenance of the public medical services as they exist today cannot be justified or even defended. All inequalities in the standard of service provided should disappear." An admirable aspiration, but not one which regionalism, regarding the country as a whole, would cause to be fulfilled, even if it were capable of doing so within each region. The fate of the report does not suggest that even the smaller objective is likely to be achieved.

Fear of Higher Rates

The City of Newcastle-upon-Tyne was perfectly prepared to form part of the proposed region, on one condition: that its rates should not be increased in consequence. Since the object of the recommendation was to raise the standard of service in the area to at least that of Newcastle, it would have been impossible to do so without raising that city's expenditure, as its level of rates was the lowest of all. It is natural that Newcastle ratepayers should be reluctant to spend their money on improving services elsewhere. Both majority and minority reports recognised this reluctance. The one hoped that Newcastle would realise that the amount of rates does not matter so long as the public get value for their money. The other suggested larger government grants in aid of the services: an admission that regionalism by itself would not secure uniformity. As the Government was not prepared either to force Newcastle to join the proposed region or to increase the grants, no more has been heard of the report.

It is my conviction that the national interest demands a national health service. This means that a common standard shall be adopted, and that in every area of administration provision to ensure the achievement of such a standard shall be made. Such is far from the case now, when a large number of agencies are generally free to go no further than their own conception of what is required or of what they can afford. If uniformity is to be attained, new machinery will have to be devised.

Uniformity postulates single responsibility. The present lack of uniformity is the result of wide dispersal of responsibility among bodies whose willingness and ability to undertake it vary greatly. It is necessary, therefore, to relieve local authorities of their personal health powers (and of their financial liability) and to vest them elsewhere.

To whom shall they be transferred? Here it should be appreciated that local authorities both decide their policy within the compass of their powers (e.g., introduction of a new form of treatment) and administer it. With a national health service there will be need for a planned policy for the whole country

and machinery to apply the policy to meet the varying needs and circumstances of different parts of the country.

A National Planning Body

The work of planning should be given to a body which is competent to lay down from time to time in broad outline the range of services which might be considered suitable for provision out of public funds (such matters as concern environmental hygiene and the purity of food and water should be left with the authorities now responsible for them). This range of services for the time being might be a composite of the services at present provided by the most progressive authorities.



"Quiet!"

The task of bringing the general level up to this standard would occupy the administrative machinery for some years.

Such a planning body should consist of representatives of the functional and professional medical associations, of the universities and scientific societies, and of the local authorities' associations, and might suitably be named the Public Health Advisory Council. Its function would be to make representation to the Minister of Health in regard to desirable developments in the service, which would eventually (if approved by the Cabinet) be submitted to Parliament in the form of a Bill. Before this stage was reached much work would have had to be put in, most of it in respect of estimated cost; the means by which this would be calculated is dealt with in a moment. The final responsibility for any extension of the local health services would be Parliament's; at the present time it rests with the Minister of Health (in practice, with civil servants) to approve local proposals for development.

The application of policy could not be left with a central body, since this requires close knowledge of local circumstances. Thus, while the advisory council could recommend the establishment of fracture clinics, the question of how many and where they should be could be known only to someone on the spot. Administration, therefore, must be local. At present many services require larger units of administration than those over which many local authorities exercise control, while other areas, for a number of reasons, are unsuitable. It would be necessary, therefore, to devise new areas of administration; what considerations need to be taken into account in fixing them do not concern us here. The place of the elected body as the administrator of the public health services would be taken by an officer of

the Ministry of Health, to be known as the Regional Public Health Commissioner. It would be his function to determine how a proposed new service should be put into operation so as to meet fully the requirements of his area, and to supply the Minister with an estimate of the cost. It would be his responsibility (and this would be equally important) to keep all the services responsive to changing needs—for example, to appreciate the necessity for an extra clinic in a growing part of his district, for an increased number of sessions, or for more staff. Recommendations for such extensions would be submitted to the Minister, so that an annual statement might be submitted to Parliament and an estimate of cost presented. The Commissioner's knowledge of what was required would be drawn from his own observations, from his professional staff, and from the local authorities in his area.

The Commissioner should be chosen for his administrative capacities. His staff would consist of medical, technical, nursing, and clerical officers, including a principal medical officer responsible for supervising all medical work in the area and for acting as professional adviser to the Commissioner. Most of the staff would no doubt be drawn from the existing staff of the public health authorities; they would enjoy for the first time equal conditions of salary and service in whatever part of the country they worked.

Local authorities would have the right to make representations to the Commissioner in regard to any matters arising out of the administration of the services in their area. They would also have the right to appeal to the Minister of Health against the refusal of the Commissioner to meet their wishes when he had power to do so, or to recommend the Minister to do so in other cases. In addition, they would have the right to send to him complaints of members of the public against any of the public health personnel—negligence on the part of doctors, and so forth.

Objections Answered.

Such a form of administration of the health services would secure that they were provided uniformly and adequately in all parts of the country. Responsibility for their provision would be single instead of multiform, and their administration would be in the hands of officers competent to appreciate the need for their extension and development. There would be an end of a public health service which is a mere hotch-potch of local services varying enormously in range, effectiveness, and extent.

Two objections to the scheme at least will be raised. The first is that, though centralised provision might achieve uniformity, this may tend to remain at the same level for a long time. The present decentralisation, it is argued, allows progressive authorities to push ahead, and in consequence there is a continuous forward movement. This argument has been dealt with earlier in this article.

The second objection is that such a scheme will reduce local responsibility, diminish local interest, and so weaken the democratic principle. It would certainly be dangerous to secure a better health service at the cost of weakening democratic institutions; but it is important to distinguish between democratic principle and democratic form. Under the scheme, Parliament would control the health service much more effectively than it does now; an advisory council containing representatives of the local authorities would be responsible for the planning of the services; the local authorities would play a not unimportant part in the public health regions. These provisions institute a change in democratic form, not an encroachment upon democratic principle, which indeed can be sustained and strengthened only if forms which do not meet the needs of the community in the best way are discarded in favour of those that do.

9—WE CAN RECONSTRUCT WITHOUT REVOLUTION

By E. C. BOYCE, B.Sc., A.M. Inst. C.E., County Surveyor, Gloucestershire

IT is of vital importance to all local government officers that any submissions of the NALGO Reconstruction Committee shall reflect the consensus of opinion of those in the service whose combined knowledge and experience of all the various branches of local government is sufficiently broad to be representative of the country as a whole. This is important not only because the members of NALGO include a large body of local government electors with a more intimate knowledge of the ramifications and functions of local government than the average, not only because many of them are themselves rate-payers, but because any fundamental changes in the structure of local government may intimately affect their lives, their work, and their future careers.

There is a tendency for certain sectional interests which are more vocal and more clamant than others, to extol the virtues of one particular form of local government to the exclusion of all others, with a view to imposing on the country as a whole such a system, without adequate knowledge or experience of the other types of authority now in existence. From a variety of sources, statements have been made, which readily find credence with the layman, to the effect that there are too many local authorities, particularly small urban and rural councils, and that a reduction in their numbers is desirable.

This claim is supported by the contention that these authorities embrace so small an area or so small a population that they are unable to support a satisfactory administration on their rateable value. It is alleged that they are not able to pay salaries that will attract highly-qualified officers, or that their duties do not justify the employment of highly-paid officials. Needless to say, such submissions have not been put forward by these authorities themselves, who should be in the best position to judge; on the contrary, these views emanate either from those representing the larger authorities, or from persons without any intimate knowledge of the duties and functions of the smaller authorities.

Faults of the System

In my opinion, the first and foremost question to which NALGO must find an answer is: What is wrong with our present system of local government? Before attempting to formulate any new or revised means of controlling and administering the numerous public services for which local government is responsible, and before sweeping away our present traditional system of democratic local government, that system should be examined in detail to find the faults and weaknesses, and an attempt should be made to find a solution which can be superimposed thereon with as little disturbance to the existing machinery as possible.

There is a desire amongst those who advocate the abolition of the small authorities to create new and enlarged areas. Such "big" authorities would have "big" powers, with "big" officials with "big" salaries. This savours of the seeking after personal power, which created Hitler and Fascism. We are fighting this war to preserve freedom and the democratic way of life. We are trying to preserve the rights of the individual to order his life for himself and not to be ordered by super-bureaucrats. It has been said that there is often a danger of the victors in a struggle adopting the policies they have been fighting

against. Let us guard against this. The parish and the district are fundamental to British democratic government, and must not only remain, but must be encouraged in every possible way to become efficient in their particular spheres. Every person, every parish, every district, must take its active share in the control of its destiny.

What is the main reason put forward for the abolition of the small authority? That its

than my friend in the county borough? I get no better protection, possibly not so good. The same argument can be applied to almost any service, apart from the fluctuations in cost between districts due to variations in the actual rates levied for the particular services.

The first desideratum for a reformed local government, therefore, is in my opinion, a system of local taxation that will provide each administrative area with an income directly related to the obligations it has to meet.

This brings me to the second thing wrong with the present system, and which is intimately related to the financial aspect of local government, namely, the diversity in the standard of the services given in the various districts. Whilst I adhere to the view that democratic local government must be maintained, I suggest that broad policy for the country as a whole must emanate from the central government, and a minimum standard must be laid down for all the services administered by the local authorities. To-day, one parish may have a sewerage scheme whilst the next is without, one parish may have its refuse collected, whilst the next must dispose of its own, and so on. After the war, everyone expects to be provided with the amenities of a decent standard of life, and the importance of the provision of these local services will loom larger than in the past. Those authorities which refrained from providing adequate services in the past must be required to provide a minimum in the future. How is it that they have been able to avoid their responsibilities? Primarily because each local authority, however small, however large, has been "master in its own house." As with nations, sovereignty has been the cause of many evils, for it ignores the "good neighbour" policy; in the future there must be joint action for the common good. Similarly, with local authorities there must be a breaking down of water-tight compartments. In other words, local authorities must lose their autonomy. The central government must have power to require local government services to reach a recognised minimum standard, and this must not depend upon financial control by means of grants.

Regional Authority Needed

How is this to be achieved? It is neither practicable nor desirable that the civil service should assume control of all such services, to which there has been an increasing tendency in recent years and more particularly since the war. In fact, advantage has been taken of emergency legislation for Government departments to attempt to control everything, from the supply of man-power to the food we consume. There is a serious danger here to local government, and NALGO would do well to ensure that, after the war, this swollen bureaucracy is levelled to the reasonable requirements of democratic government.

To achieve the efficient administration of the local government services consistent with democratic as opposed to bureaucratic control, and at the same time to ensure that national policy is translated into efficient executive action throughout the country, I submit that there must be set up an intermediary between the local authorities and the central government, which may be conveniently described as a Regional Authority. This must be a democratically elected body having jurisdiction over all the powers of the local authority and responsible to the central government for the

THREE FAULTS — AND THEIR SOLUTION

There are, Mr. Boyce suggests, three major faults of local government for which a remedy must be found:

- The financial resources of many local authorities are inadequate.
- There is too great a diversity in the standard of services rendered.
- Public apathy towards local government results in the election of unrepresentative and unqualified councillors.

To remedy these faults, he advocates three reforms:

- A system of local taxation that would give each authority an income equivalent to its obligations.
- Abolition of the autonomy of local authorities and the creation of a democratically-elected Regional Authority with jurisdiction over the finance and functions of all the authorities in its area.
- Much more vigorous propaganda for local government, to stimulate public interest and thus to attract more competent councillors.

These proposals, Mr. Boyce contends, would solve the fundamental problems rationally and without the need for revolutionary changes.

financial resources are inadequate. Surely this is not a justification for extinguishing the authority, but an indictment of the rating system. I submit that, firstly, the most important thing that is wrong with local government is the present system of financing the services to be administered. There should be no rich and poor amongst local authorities. The present system of rating is inequitable, illogical, has caused more jealousies amongst local authorities than any other thing, and, in spite of the block grant, has done more to lower the standard of local government services than any lack of knowledge or experience in the officials responsible. I do not pretend to know the solution to this problem, but it is problem No. 1, and to a solution of it I suggest that the Reconstruction Committee should address itself first. There may be merits in Lady Simon's proposal for a local income tax, or there may be merits in a reformed rating system; what is certain is that the purely fortuitous rateable value of a particular area should not require the persons living there to pay more than others—and sometimes double—for the same service which may, in fact, be less efficient. For example, why should I, because I happen to live in a rural district, pay £10 a year for a water supply which my friend in the town gets for half that sum, although he has the same size house as mine? Similarly, why should I pay more for police protection

interpretation and administration of national policy laid down by Parliament.

In this connection let there be no confusion between the proposed Regional Authority and the present system of "regional" offices of the various government departments set up in various parts of the country. These regional offices have proved in practice to be little more than "post offices": for Whitehall; the officers have had next to no powers to take decisions delegated to them, with the result that they merely add one more channel for obstruction between the local authority and the government, and have tended to delay rather than to expedite decisions. Rarely can a regional officer answer the most elementary question without reference to the headquarters of his Ministry in London. It is unfortunate that these dispersed branches of government departments are regarded in many quarters as equivalent to a "Regional Authority."

Many Advantages

The creation of a Regional Authority as the major local authority over a wide area, with jurisdiction over the functions and duties of the smaller authorities in the region, would provide a solution to many of the criticisms levelled at local government, could be imposed on the present system with little disturbance, and would provide the missing link between the government and the local authority. It would have the advantage of eliminating many of the details with which the civil service now concerns itself, leaving it free to define broad lines of policy based upon national considerations determined by Parliament. Further, the Regional Authority could ensure co-ordination of services with a reasonable degree of uniformity over a wide area, secure economical administration, prevent duplication in adjoining districts, and still leave the local authority to carry out the executive work based upon regional policy. The Regional Authority would have jurisdiction over boroughs and districts alike, and would be responsible for all finance, to ensure uniformity of tax burden over the Region, and for all local government services.

Such authorities would replace the county councils, or would consist of reconstituted county councils with areas delimited by common needs. It might be necessary to combine parts of existing counties, or to adjust boundaries. I am concerned here only with the principle. Once that were accepted, the constitution and functions could be worked out in detail, depending on the conditions and needs of the respective regions.

The second desideratum, therefore, in local government reform is the abolition of the autonomy of local authorities and the creation of an intermediate authority between them and the central government.

Ignorance and Apathy

The third most important criticism of the present system is the lack of general interest in local government by the average elector, with the consequent unrepresentative nature of the members elected. This does not apply to all authorities, but to a large number. Often, electors take no part in electing their members, and there are no rival candidates, resulting in unopposed elections. Further, there is no qualification for candidates, resulting in many members having to "learn the job" after election. On the other hand, there is much uninformed criticism of the actions and policy of the local authority by members of the public. How is this to be overcome?

I suggest that the lack of interest is primarily due to ignorance. Education authorities should be required to include in their curricula instruction in the constitution of central and local government. This should be as much a recognised part of a child's education as a knowledge of history. Elementary, secondary, public school, and university authorities should be required to provide such instruction.

(Continued at foot of next column)

WE MUST REBUILD CIVILISATION 55

Reconstruction, to be effective, is no matter of one-sided reforms—it involves the vaster task of rebuilding our civilisation. Such is the burden of a remarkable book to, which A. A. WATT, of the City Chamberlain's office, Aberdeen, draws the attention of readers.

THE NALGO Reconstruction Committee is likely to become very important, and members welcome its creation. Perhaps the following statements made by Lewis Mumford

RECONSTRUCTORS' FORUM

Most of the articles so far published on reconstruction problems have been specially commissioned from expert authorities. Here, and on the following four pages, we publish a selection of the many articles and comments submitted by readers themselves. If space difficulties allow, we shall continue the practice—but must warn contributors that future numbers of "Local Government Service" will be much smaller than this one and that, therefore, they will have to be concise. Further, while every effort will be made to publish all worth-while contributions, no guarantee can be given.

in the introduction to his amazing book, "The Culture of Cities," could be incorporated in some way in the committee's terms of reference.

1. To-day: "To-day we face not only the original social disruption. We likewise face

(Continued from preceding column)

There are other ways in which public interest can be aroused. It is amazing how few people understand how local services are administered, what is provided, the extent of the service, and the rights of the public. Every authority should be required to employ a public relations officer, who would keep in close touch with local opinion, would understand publicity, and would ensure that both the local and national Press were kept informed of the day-to-day actions of his authority. Local authority associations should represent to the Press the news value of the actions and duties of the local authorities, and thus help to secure that matters of common interest were reported in the national Press in a similar way to parliamentary proceedings.

In addition, adoption of the American practice of the Press conference would encourage local papers to report the day-to-day actions of the local authorities and thus stimulate public interest; chief officers should be authorised to hold regular Press conferences on matters of local concern.

The third desideratum, therefore, is the need for propaganda in connection with local government duties, services, and functions to stimulate public interest, and to attract competent and representative members to serve on local authorities.

These three desiderata are not intended to be a complete answer to the question of what is wrong with the present system. There are many other reforms necessary, such as the method of election, the need for the release of employed persons to attend meetings, payment to prevent hardship (e.g. salaries of M.P.'s), a review of boundaries consonant with efficient administration, and so on. I have attempted, however to direct thought to what I consider to be fundamentals; to emphasise that there is no merit in abolishing anything merely for the sake of doing so; and to suggest that tradition still has value in 1942, that as much can be done by evolution as by revolution, and that thereby less controversy is likely to be created, resulting in a smooth rationalisation of services of vital concern to the people.

the accumulated physical and social results of that disruption: ravaged landscapes, disorderly urban districts, pockets of disease, patches of blight, mile upon mile of standardized slums, worming into the outlying areas of big cities, and fusing with their ineffectual suburbs. In short: a general miscarriage and defeat of civilized effort. So far have our achievements fallen short of our needs that even a hundred years of persistent reform in England, the first country to suffer heavily from disurbanization, have only in the last decade begun to leave an imprint. True; here and there patches of good building and coherent social form exist; new modes of integration can be detected, and since 1920 these patches have been spreading. But the main results of more than a century of misbuilding and malformation, dissociation and disorganization still hold. Whether the observer focuses his gaze on the physical structure of communal living or upon the social processes that must be embodied and expressed, the report remains the same.

Small Reforms Not Enough

"To-day we begin to see that the improvement of cities is no matter for small one-sided reforms: the task of city design involves the vaster task of rebuilding our civilization. We must alter the parasitic and predatory modes of life that now play so large a part, and we must create region by region, continent by continent, an effective symbiosis, or co-operative living together. The problem is to co-ordinate, on the basis of more essential human values than the will-to-power and the will-to-profits, a host of social functions and processes that we have hitherto misused in the building of cities and polities, or of which we have never rationally taken advantage."

2. To-morrow: "Now the dominant urban environment of the past century has been mainly a narrow by-product of the machine ideology. And the greater part of it has already been made obsolete by the rapid advance of the biological arts and sciences, and by the steady penetration of sociological thought into every department. We have now reached a point where these fresh accumulations of historical insight and scientific knowledge are ready to flow over into social life, to mould anew the forms of cities, to assist in the transformation of both the instruments and the goals of our civilization. Profound changes, which will affect the distribution and increase of population, the efficiency of industry, and the quality of Western Culture, have already become visible. To form an accurate estimate of these new potentialities and to suggest their direction into channels of human welfare, is one of the major offices of the contemporary student of cities. Ultimately, such studies, forecasts, and imaginative projects must bear directly upon the life of every human being in our civilization."

The Statesman's Failure

3. A Warning: "Statesmen who did not hesitate to weld together a diversity of regional interests into national states, or who wove together an empire that girdled the planet, failed to produce even a rough draft of a decent neighbourhood."

It is possible that this book might assume in future a position almost equal to that of such books as Darwin's "Origin of the Species"; and there is indeed material enough in it for a separate research committee to be kept busy for a long time. I think the Reconstruction Committee would have something if they worked within the principles and scope of the ideas set out by Mumford.

urges H. W. W. WILLIAMS, who here outlines a scheme for an International Association of Municipal Officers which would give all officers the opportunity for study abroad, pave the way for the world-wide acceptance of public administration as a social science, and assist the establishment of lasting peace.

WHATEVER changes may come in local government here and in other countries after the war, one thing is certain: public administration will have to be established, recognised, and used as a social science—and that not by a few writers and lecturers only, but by the whole body of municipal officers. The public will need, and will demand, administration and administrators of the highest quality. That will involve an improvement in the calibre of the officer himself.

The need for scientifically educated and trained administrators and officers could be fully met, I think, were all entrants to the service to be given opportunity for education, training, and study—opportunity to widen their sphere of interest and to study methods of administration, not only in the differing types of authority in their own country, but in other countries.

In his "Development of Local Government" (1931) Dr. W. A. Robson writes: "The municipal civil service must be good in quality throughout, and the problem of improving it must be viewed as a whole . . . the last matter on which I wish to touch is the desirability of giving municipal officers in the higher ranks of the service opportunities for foreign travel. . . . There are few fields of public affairs in which the observation of foreign methods and achievements is more likely to prove stimulating and helpful than in the sphere of local government."

The only complaint I have to make about these views is that Dr. Robson restricts his proposals to the "higher" ranks of the service. But that was in 1931.

Scheme Outlined

Whether such an opportunity is to be given to all ranks of the service will largely depend upon officers themselves. It could be provided, I believe, were their respective national associations prepared to establish and become members of an International Association of Municipal Officers as a part of their contribution of planned reconstruction.

With this end in view, I suggest the following scheme of objects for such an association:

1. To promote the development of international understanding and intellectual co-operation in every respect and by every available means among municipal officers of all countries.
2. To bring municipal officers' associations together for the purpose of facilitating the fulfilment of its international aims by common endeavour.
3. To encourage the study of the public administration of all countries.
4. To collect books and publications of interest to municipal officers of the world and to establish an international library of public administration.
5. To promote the establishment of national hostels and study centres in all countries, as well as international hostels and study centres.
6. To develop plans and schemes whereby it will be possible for municipal officers—with the consent and assistance of their employing authorities—to study the methods of public administration in other countries, or to attend the international hostels and study centres for organised study courses of at least three months' duration.
7. To publish a monthly newspaper to facilitate the exchange of information between the national municipal officers' associations, and to co-ordinate the work of the

International Association of Municipal Officers.

8. To organise—in collaboration with other organisations—an international exhibition of the work of municipal officers, to be held every two years.

It is obvious that such a plan is not practicable to-day, but national associations could, even now, begin to lay the foundations for a future international association.

I have deliberately used the term hostels, because I want them to be available for the lowest paid members of the municipal service, and hostels imply reasonable charges for simple accommodation. The study centres would have accommodation, with a small library, for serious and worthwhile organised study.

It would surely be within the means of some districts of the national associations in this and other countries to set up at least one hostel and study centre in each area, with the co-operation of their branches.

If this were done, the hostels and study centres would be immediately available for members from other parts of the country, who could thus combine a holiday with first-hand study of administration in the area of the hostel. And, when peace had returned, the hostels and study centres would be ready for

WHITHER PUBLIC ASSISTANCE?

The urgent need for clarification of the principles of public assistance and the transfer of all the assisting services to a single Ministry of Social Security is emphasised in this comment on the article by Mr. E. C. Bligh in the January journal.

WITH characteristic skill and thoughtfulness, Mr. Bligh has, at the same time, defined and encouraged. I suggest, however, that neither of these aims can be attained in a short article—even a good one. The problems of the assisting services are so important, and are such a vital part of general local government reconstruction that you would do well for the public assistance service if you gave space for the discussion of them.

One can only be permitted to make a point or two.

Mr. Bligh goes to the heart of the matter when he says ". . . it is wasteful of effort to attempt premature stabilisation; it is a time for clarifying principles . . ." For the sake of the applicant and the official that should be done as soon as possible. As things are at present, the uncertainty in the public assistance service means that the "graduates in Humanity" coming from that university will not only be fewer but will decline in quality.

If it could even be certain that the "long view" envisages a service which will be charged with the duties of "domiciliary co-ordination," many would be willing to adopt it as a career, recognising that it is an essential part of the social welfare services. That is, however, far from being certain.

Mr. Bligh does not need to be reminded that there is an informed school which encourages its scholars to think of a universal national insurance scheme which will ultimately provide adequately against the disabilities he refers to. Those disabilities are comprehensively described in the Social Security Act of New Zealand.

It is not necessary to go to the Southern Pacific to find evidence that many are thinking that way. It is becoming fixed in the minds of all workers that they must be secured against these disabilities, and that such security must be a "right" with no relationship to any form of "public assistance." This may be a

interchange of student municipal officers from other countries.

In this way the municipal officer would be given a magnificent opportunity for study and self-development at a price the lowest-paid could afford, and—most important—by his own efforts.

The International Association could, in addition, help materially to develop international understanding and co-operation among peoples—one of the most urgent needs of the post-war world. Contact between men and women of similar interests in different countries is one of the most effective ways of achieving this.

Efforts at international co-operation and exchange in the past have shown how many officers in this and other countries are interested in the international significance of their work. NALGO, for example, has organised a number of visits, summer schools, and so on, which have aimed at stimulating the study of municipal administration abroad and fostering international understanding and co-operation. But the opportunities thus provided have been shared by a minority of officers only. To reach the majority, we must build an organisation able to give every member opportunities for travel and facilities for practical study, in his own country and in as many other countries as possible.

Treated earnestly, and utilised to the full, such a scheme as I have outlined would be of fundamental importance to the development of the municipal officer's career, and at the same time would make a great contribution towards establishing the basis for a universal and lasting peace.

"long term" policy made more remote by the war, but it is a policy nevertheless.

We know that whatever the final "security" is, there will be an interim or transitional period. Mr. Bligh suggests that we are in it now. Is that a correct description of present day public assistance. If so, an interim for what?

The first need is a definition of the way we are to travel and whither it leads. If the end is a universal social security scheme, then its principles should be defined. At present, it is difficult to see what they are. It is, of course, true that there may have to be many experiments, but if some agreement could be reached on the ultimate aim, the experimental period would assume some sense and an enhanced importance. It would be worth giving service to, for it would be related to the ultimate standards. It will be a hard service, for it means climbing all the time, but, as George Macdonald once said: "It is easier to walk up the side of a hill than to wade through a bog." We are in the bog now, and we want the inspiration of an ideal practical scheme to lift us out of it.

The crux of the matter of "public assistance" lies in the question whether the local administrative unit shall be directed by government departments or by the local authorities. In our thought on this question we are influenced too much by things as they are. Some people say, for instance, that such a bureaucracy as the Assistance Board must be kept and be made increasingly important merely because it is already such a huge machine. They do not appear to use the same argument when applied to local government. My point is that neither should be regarded other than as huge experiments. We must keep what is proved to be right and discard what is wrong, irrespective of the vested interests.

There is a point of view which suggests that

the system of the Assistance Board is fundamentally wrong. In spite of the many weaknesses in democracy, it is thought that there will be a final judgment that its forms must be kept.

It may be that when a man is entitled to something as a "right," namely benefits under a national insurance scheme, that "right" may be judged best by the leisurely technique of government departments. When he needs "assistance," either by cash or, more important, a personal welfare service, then the technique of local government is best. There must be "instancy" and "discretion" in assistance. Neither of these words is in the dictionaries used by government departments.

That there must be a reduction in the multiplicity of services catering for social welfare is true, but many of us find it difficult to visualise this reduction through a comprehensive, nationally-directed, assistance service. We also know that there must be an end to the existing variety of standards and to the inadequacy of benefits which at present make the various departments so incomplete.

The second principle which therefore suggests itself is that the whole of the assisting services should be controlled by one Ministry of Social Security, which not only restricts but inspires, dealing effectively with the reactionary authority as well as the recalcitrant.

I stop because of space, but I hope others will discuss Mr. Bligh's excellent article.

One more word. Why do we base all our arguments on our experiences of the past—Poor Law and all that? Why not something entirely new? We are trying evolution—a long tiresome process which is leading we know not where. A little bit of revolution would not hurt. S.

NATIONALISE THE SERVICE!

More drastic than any of our previous contributors to the reconstruction debate is W. L. KAY, M.R.S.I., of Bilston, who here suggests the transfer of all local government work to a special branch of the Civil Service.

IN the civil service, when new legislation is introduced, instructions are sent to each local office stating precisely the action to be taken. This ensures uniformity of procedure. After an interval of, say, six months, an inspector from the regional office makes a detailed inspection. Any shortcomings are immediately detected and corrected. Should an adverse report be given, a further inspection is made after a short interval. As a result of this, the Act operates smoothly and uniformly.

What is the position in local government? When an Act has passed through Parliament, it is circulated with a covering memorandum to the local authorities. Some implement it, some do not. A small authority with an inadequate staff may pigeon-hole it. As far as that area is concerned it is dead. No higher authority inquires whether the Act is in effective operation, and so its benefits are denied to that particular community.

Even the authority which wishes to take advantage of new legislation encounters difficulties. It may, for example, appoint an officer to manage its British restaurant. The authority, desiring to give the most efficient service, sends him to other areas to gain experience. Then, after a while, he leaves to take up a better-paid post. To that particular authority, this represents a dead loss. The money spent is wasted, and the service suffers. A new officer has to be trained, and for the next few months may be of little worth. And as soon as his services become useful, he in turn may leave, and so the process is repeated.

Another example. Today, plans for the construction and furnishing of schools must be submitted to the Board of Education. How much simpler it would be if the provision of schools were administered by a national staff. Then all schools would be built and

CLEARING the PATH to PROGRESS 57

Simplification of administrative methods, freedom to embark on a wider range of services, higher awards for efficient officers, more ambitious self-advertisement, organised exchange of information, and a salaried Municipal Congress to encourage a higher standard of councillor—these are some of the proposals made by GUY WOOLLACOT MASON, public relations correspondent at Reigate.

A SLOGAN in the centre of Reigate declares that "Reigate Welcomes Progress." Does local government welcome progress? If it does, and if it wishes to achieve that progress, it must be given wider administrative powers.

Today, the municipal system segregates local authorities into separate units of technical and financial administration, overlorded by councils, regions, and government departments. Authorities, swamped in the tide of civil defence, in addition to normal services, are struggling on with rapidly depleting staffs, like an old windjammer with too few hands to furl topsails before a gale. An immediate need is a wholesale revision of municipal costing and accountancy, which is threatening to strangle administration. A triple advisory committee composed of representatives of the local authorities, the ratepayers, and the State, could do much to cut out the accumulated overgrowth of detail, totally unnecessary today.

More important, if the State, as it should, wishes to prevent depression following a post-war commercial boom, it should begin now to prepare, through local government, a well-regulated scheme of maintenance, reconstruction, and development. Hundreds of temporary staffs now in the service, having gained experience during the war, could be retained to rein-

force the reassembled permanent officers in the task of administering a new order.

Municipal salaries are generally below the commercial scale, owing to the grading scheme, which is governed more by length than by value of service. Were each local authority to have wider powers over its own funds and services, it would find it easy to encourage staff efficiency by adjusting the salary scale, by rewarding merit more rapidly; and, on the other hand, by not, as it sometimes does, turning a blind eye on incompetence.

With initiative at the helm, and an unrestricted course, there would be a wide scope for local authorities to compete for many public services hitherto in the hands of profit-making concerns. The strong business element brought into local government by the temporary staffs would, if fostered, infuse new life and meaning into the army of officers returning after the war, not to an old regime, but to a new field of endeavour.

There will be much to compete with. As local authorities are equally distributed over Britain, it remains for the State to grant them the power and resources to prove that on a non-profit-making basis, civil maintenance, reconstruction, and development can take place as swiftly, efficiently, and honestly as under the profit system.

The possibilities of local government development are too great to detail here. Were it given greater freedom of action, it could lighten the load on Parliament by assuming greater control of its own affairs, it could help to regulate the mechanism of industry, and it could carry out its own works with its own plant and resources.

Better Councillors Needed

With less restricted conditions of administration, the legal mind would develop into a business one. The figurehead of a local authority with farm, factory, and housing schemes in project would need to be less hampered by committees of the old order, and would need, rather, an advisory board of technical experts.

Much would depend on the quality of the councillors. Expenditure on a greater scale would call for men of bold decision and technical insight. The staffs are there already—for today local government has probably more financial and technical experts in its ranks than any industry in the State. They would provide a body of experts capable not only of maintaining vital services, but of projecting, extending, and supervising any public works found necessary after the war.

The shoulders that have carried the burden of air raid precautions are strong enough to bear that of peace-time precautions.

There is need, too, for greater self-advertisement of municipal enterprise, and for some system of exchange of information between local authorities. The latter might lead to a plan of liaison which would improve both social relations and common policy.

The system of elected councillors could be improved, by selecting one member of each council to a salary Municipal Congress, on which there might be an equal number of officers, to provide technical knowledge.

Alternatively, to reduce numbers, joint committees might each elect to the Congress one member, councillor or officer.

Given such a Municipal Congress as a parallel to the National Parliament, Britain would be doubly strengthened to carry out, both at home and abroad, the New Order that waits on peace,

58 AN AUTHORITY for EACH SERVICE?

The article by Mr. G. R. C. Marsden in the January journal, advocating the super-session of local authorities by a number of independent technical corporations, each responsible for a particular service or related group of services, has aroused much interest. Here are some of the comments—all critical—we have received.

“BACK TO THE NINETEENTH CENTURY”

From NORMAN DAKER, D.P.A., F.C.I.S., F.I.P.A.
Deputy Clerk and Accountant, Ware U.D.C.

MR. MARSDEN'S article would have brought joy to the reformers of the eighteenth and early nineteenth centuries.

Presumably, he is aware of the position in the mid-nineteenth century which has been described as “a chaos of areas, a chaos of authorities, and a chaos of rates.” No doubt, he is also aware that the Royal Sanitary Commission of 1871 suggested that too many *ad hoc* authorities were not conducive to efficiency, and that a return to a simple scheme of general local authorities was desirable.

Are the members of the technical corporations to be elected, and if so, by whom? If direct election is contemplated, does Mr. Marsden really think that electors can measure competency in terms of each service? Since he intends to retain present authorities, deprived of executive powers, perhaps the corporations will be elected by them. It is difficult in that case to see how the corporations would be responsive to public opinion. However, perhaps democracy is to be sacrificed in the interests of efficiency, and the new executive bodies will be experts nominated by the government. Many local government officers hope that greater efficiency does not mean the destruction of local self-government in this country, but rather that both may advance together.

One of Mr. Marsden's proposed corporations is to deal with financial matters, more particularly the collection of revenue and its allocation to the other bodies. Will the latter simply issue precepts upon the financial corporation? If so, whose duty will it be to view the resources of the area as a whole, and can the public be expected to discover which body is having too much regard to efficiency and too little to economy? Remembering that even a committee always thinks the service it controls is vital, one can imagine the attitude of an independent corporation. If, however, ultimate financial control is to rest in the financial corporation, then control over policy will rest in it also. I assume that it is not Mr. Marsden's intention that the financial body should merely collect rates separately levied by each of the other corporations; that would indeed be a return to a “chaos of rates,” as well as of areas and authorities.

Many of the inefficiencies of the present system have been attributed to the excessive division of functions among committees, which have been accused of going on their way regardless of the needs of other committees with “secondary” interests. Co-ordination of the activities of committees has been proved

difficult enough under present conditions, and it does not need much imagination to visualise the position if the activities of a score of independent technical corporations has to be co-ordinated, particularly when each body would have as its chief officers experts interested in one service only. Most of the functions of local authorities dovetail into one another, and they cannot, with advantage, be isolated. This is particularly the case with those services which are concerned with public health in its broadest sense—housing, education, public assistance, sanitary services, public cleansing, food sampling, water supply, and hospitals. The formation of eight independent corporations will not make public health administration more effective. How many would be concerned in the clearance of an insanitary area and the subsequent development of a housing estate to accommodate displaced tenants?

One reads with misgiving that “chief officers of each corporation would be directly responsible to the appropriate government department on all matters of major importance.” Highly centralised administration in-

EFFICIENCY AT PRICE OF BUREAUCRACY

From H. H. LOMAS, Manchester

MR. MARSDEN'S article calls for serious consideration, since it represents a considerable body of opinion.

The tendency towards centralisation, together with an increased delegation of legislative and judicial powers, has become more evident lately. These tendencies, and especially that of the delegation of powers from the electorate to paid officials, are not, in the main, desirable, although some will have to be adopted on the principle of taking the best of two evils. I do not imply that centralisation is in itself an evil, but it always carries with it certain inherent dangers.

Adoption of his proposals would conceivably result in increased efficiency, but he overlooks the accompanying transference of power from the electorate to the official, in its turn resulting in the encouragement of that antithesis of democracy, bureaucracy. The creation of regional corporations would result in the extinction of local councils, despite Mr. Marsden's assurances. The head of each undertaking would be able to pursue his policy unaffected by the councils' views (since it would, presumably, be he who would decide the validity of any objections raised by the councils), and, their criticism proving in-

evitably becomes administration by regulations, accompanied by unnecessary delay and excessive caution.

We are told that the new scheme will eliminate duplication of staffs, but it seems that larger staffs will be necessary to cope with the additional volume of record-keeping. No doubt each corporation would have its own administrative and financial staffs. Is it not better to have single administrative and financial departments for the whole area, as we have today?

Additional functions would require additional corporations, whereas now the State merely adds them to the duties of existing authorities.

Apparently, present-day authorities are not to be scrapped, they are to be deprived of executive powers, but the policies of the new bodies are to be explained to them, and they may make complaints. They would be in much the same position as the present ratepayers' associations, but with less power—unless they were responsible for electing the technical corporations.

There seems to be little doubt that, for most services, a system of general local authorities is the best, although in certain instances (some public utilities, for example), the *ad hoc* body may be more suitable on the ground that a very wide area is essential to efficiency and economy.

Mr. Marsden must produce positive proof that benefit will follow the adoption of his scheme, backed up by much more detail of its working, before his optimism is shared by other local government officers.

effectual and their executive powers having been rescinded, they would become redundant.

This removal of officials from the sphere of public criticism would be disastrous. The only limitation imposed upon them—their responsibility to the appropriate government department—would be more apparent than real, since Ministers are already overloaded with work and thus incapable of supervising even the actions of their own officials, and the additional burden of the supervision of local government administration would create chaos. The result would be merely the transference of final power to yet another high official, still more immune from criticism.

If regionalisation is to be adopted, I would suggest the following basic principles in answer to Mr. Marsden:

1. The institution of interdependent regional corporations to be co-ordinated by a regional council, rather than autonomous authorities, each pursuing its own policy regardless of that of others.
2. All authorities to administer the services of contiguous areas rather than areas specially defined for particular services. Otherwise, the co-ordination and unification of policy would be impossible.
3. Present day councils to be replaced by regional councils, which, when established, would be able to relieve Parliament of much of the wearisome burden of local government legislation, upon which it now has to spend much valuable time, and in which most M.P.'s show little interest because of its local concern. This would naturally entail the discussion by councillors of large scale policy and their assuming more of the character of the M.P.—and would induce the electorate to take a more active interest in local Government.

The adoption of this plan would secure the advantages of increased efficiency to be gained by regionalisation, whilst at the same time preserving the democratic nature of the existing system by ensuring that it is the electorate which has the final say in its own Government.

WE MUST BE TAUGHT to GOVERN OURSELVES

From HARRY EAVES, Nelson

MR. MARSDEN'S proposal may appear good to an administrative officer tired of inefficiency, but it sidetracks the main point of democracy, which is that the people must be made capable of governing themselves. There is no substitute for this, however long and disappointing the task, and no short cuts.

It is good that we are alert to the need for progressive changes, but we must remember that central and local government must be in the hands of the representatives of the people. The great need is for impartial, honest, and principled men to carry out this duty.

To increase the efficiency of government we need far more research. This should be carried out by the central government and the results

applied locally, after consideration by the peoples' representatives and their local administrators and advisors.

Yearly visits to the local authorities to advise and to see that advantage is being taken of this research work should be undertaken by the central government, so that apathy and fear of adopting new ideas may be broken down.

Mr. Marsden's main theme falls simply because it is not democratic. No doubt our greatest task in the future will be to evolve a system of government whereby democracy and planning can work together. But planning will have to become the main function of government and not a side-line of one of the government departments.

NEED FOR RATE ON SITE VALUES

From F. C. R. DOUGLAS, M.A., M.P., Chairman of Finance Committee, London County Council

IT is somewhat surprising to find the idea of a local income tax revived in these days when income tax and surtax now reach on the highest slices of income a rate of 19s. 6d. in the pound. One cannot believe that the Chancellor of the Exchequer would allow local authorities to impinge on this source of national taxation.

With all its faults the present system of rating works efficiently. The arrears at the end of a year are frequently less than five per cent of the total collection. In the case of income tax, the possibilities of dispute and delay are so large that the arrears are inevitably much heavier.

It is a significant fact that all over the English-speaking world, and in many other countries, some form of tax on immovable property forms the basis of local taxation.

The real criticism of our system in this country is that it draws no distinction between the land and the buildings and improvements placed upon it. In so far as the rate falls on the structure, it is distinctly a penalty upon the making of improvements and the provision of new accommodation. In so far as it falls on the land value, it merely takes for the common fund an unearned income which owes its existence to the activities of the community generally and to the public services in particular. Moreover, as the basis of valuation under our system is the actual use made of the land and as rates are not paid in respect of unoccupied property, it follows that valuable unused land pays nothing, and valuable but badly developed land pays little. This encourages speculation

and helps to keep the price of land at an unnaturally high level, with consequences we are all familiar with when the local authority desires to buy land.

Many local authorities in this country, including the London County Council, Glasgow, Cardiff, Newcastle-on-Tyne, and others have from time to time declared themselves in favour of transferring part at least of the rate burden to site values. The rating of site values has been in operation for long periods by local authorities in New Zealand, Australia, South Africa, Denmark, and elsewhere.

There is a large measure of agreement that if town planning is to be carried out effectively there should be a general valuation of land throughout the country. It is most desirable that such a valuation should show the value of sites apart from the buildings and improvements, and if it is linked with a rate on site values one can expect that such a valuation would be much nearer to reality than the extremely artificial values which are arrived at in proceedings for compulsory purchase as those have hitherto been conducted.

These reasons could be elaborated, and others given, to show the desirability and urgency of site value rating as part of our plans of reconstruction. Some of the arguments are contained in the Memorandum on Town Planning and Land Values submitted by the Land Values Group of Members of Parliament to the Uthwatt Committee, of which I would gladly send a copy to any of your readers who are interested.

DON'T BLAME THE SCHOOLS!

From D. GLICKMAN, Eastbourne

A RECURRING prescription to cure some of the many ills that local government is heir to is the production of "an educated electorate well versed in citizenship." I quote from Mr. W. O. Dodd's contribution on page 25 of the February LOCAL GOVERNMENT SERVICE.

Is there so much wrong with local government? I have only to refer to its achievements between the two wars (and during this one) to make it patent to those interested, that in this imperfect world of imperfect human beings no little progress has been made—and that, despite economic fluctuations and the ever-impending threat of world hostilities.

That does not mean to say there is not room for improvement. The march of time reveals flaws; remedies are applied; and time again demands more remedies. These are normal features of progress.

But who is to produce the much desired educated electorate? And has nothing been done to educate the electorate? Often the suggestion is that the State schools should do the job, or at least begin it. In other words, put it on to the teachers.

To which I submit: The schools have been doing it for years. I have examined syllabuses in the social studies in schools under many authorities and, almost invariably, I have found that a reasonable proportion of time has been devoted to citizenship, named in the time-table civics, or current events, or general knowledge, or, plainly, national and local government.

The pupils' knowledge must, of necessity, be limited by the inexperience of youth. Classroom work, illuminated by suitable reading matter and by visits to view practical municipal operations, is only the basis of a superstructure of understanding, an understanding that can be of value for the general good only if followed up by more effective teaching during the formative years after leaving school.

Therefore, I contend that the schools have done, and are doing, the work of producing "an educated electorate well versed in citizenship," and they fall short of optimum achievement only because the subject is too full and complicated for young minds of 13 to 15.

Whose business should it be to educate the adult electorate? And what machinery should be employed for the purpose?

The answers may be kept in mind now for consideration with a view to action when peace comes. That consideration should be part of the terms of reference of every reconstruction committee. Here there is no room to elaborate suggested remedies. The whole subject of how to make the ratepayer conscious of his privileges and duties should be thought out by such bodies—acting individually and in concert—as NALGO, the teachers, the B.B.C., the government departments concerned, the municipal associations, and others interested.

These groups should prepare a programme of propaganda to be implemented by efficient public relations officers, whose business it would be to get their message across, using every legitimate means of publicity available. The consummation to be aimed at is an informed and critical appreciation of local government by its three component and personal parts—the councillors, the municipal servants, and the governed, that is, the electorate.

Propaganda or teaching will begin where the schools leave off. The teaching content will be modified to accord with the assimilative capacities of those taught, whether adolescent or adult.

Mr. Glickman has lectured at teachers' refresher courses on "Teaching the Social Studies" and is the author of a school booklet, "How Eastbourne is Governed."

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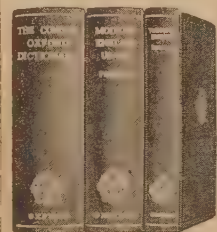
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L.G.S.77

MUNICIPAL INCOME-TAX—LADY SIMON REPLIES TO HER CRITICS

THE main objections against assessment for rates on ability to pay seem to be based on the theory that, in contradistinction to income-tax, rates are payments for benefits received. There is, of course, a certain basis for this contention. A hundred years ago, the occupiers of Manchester were exempt from the lighting rate if their houses were more than 100 yards from a street lamp, and, presumably on the same basis of "benefit received," the slum dwellers in houses assessed at less than £4 10s. a year were exempt from the police rate!

Originally, certain drainage, rates and paving charges were assessed on those whose land benefited and in proportion to the amount of land that benefited. No difference was made in these early Acts between capital and maintenance charges. The only survival is our paving charges for capital expenditure, which are still laid on the landlord according to his frontage, whereas the occupier pays the maintenance charges on his ordinary rate assessment. But we do not make the landlord pay for the length of main drainpipe that runs under the road opposite his house, though a drain is as essential to occupation as a paved road. On the contrary, the occupier pays both for the capital and maintenance charges on the same basis as he pays for the capital and maintenance charges of the schools.

But even in the sixteenth century, side by side with a Paving Act in the Strand putting the charge on the owner, another one, dealing with the repair of a causeway in Shaftesbury, stated that it was to be paid for by assessments on the relative ability of the inhabitants of the town.

Since Queen Elizabeth's Poor Law Acts, with their definite reference to "ability," rates for other purposes gradually came to be assessed on the poor rate basis.

I agree with Mr. Parker that "the benefits from local sanitary and lighting arrangements, provision of parks, and improvement of local roads and footpaths can be more easily traced to a limited number of individuals than can the benefits from national expenditure." Geographically, that is true, but how can you determine the benefits between the inhabitants of an area? A large employer of industrial labour would be seriously affected if an epidemic, due to lack of public health measures, kept his workers off work, yet he only pays 25 per cent of the rates of the area. Presumably a well-to-do bachelor living in a large house and grounds benefits more from the police and fire brigade rate than does a poor man living in a small house, but the poor man, if he has children, benefits from the education and maternity and child welfare rates. Is it not, however, difficult to say whether the parent whose son is educated at the public expense benefits more than the future employer of that son? How can you adjust these individual claims with justice? It was surely because attempts to do so failed that all rates came to be assessed on the poor rate basis, which was indubitably meant to be on all a man's goods according to ability.

But if benefit received is the fair basis for rates, why not for income-tax? Surely, a married man with children benefits more from the protection afforded by the Army, Navy, and Air Force than does a bachelor, yet even today the former pays no income tax until his income is above £5, whereas the bachelor pays it when his income exceeds £2 4s. Mr. Leech seems shocked at the thought that an income-tax basis for rates would mean that "if one man made no profits he would get all the services for nothing," but that is what happens now so far as the services paid for out of income-tax are concerned. If, as I suggest, we combine a property with an income-tax,

everybody will pay something. Incidentally, none of my critics defends rent as a fair measure of ability to pay, though Mr. Leech says that "rental value has been prescribed by law as the measure of ability to pay." I should be grateful for the reference.

The other objection to my article is a denial that our present basis of rates is complicated, impossible of explanation, and uncertain. Well, all I can say in answer to that is that I should very much like to be present when either Mr. Leech or Mr. Parker is trying to explain it to an occupier who moves from an area where gross value is taken as 40 per cent of the net rent to either Grimsby or Wigan—where I assume correct valuation is in force—and finds that his new gross value is 99 per cent

READERS' FORUM

Letters for the April number must reach the editor, 192, Edgwarebury Lane, Edgware, Middlesex, by March 16. Since that number will be much smaller than this one, PLEASE KEEP THEM SHORT!

of his rent. If he has friends living in 60 per cent, 70 per cent, or 80 per cent areas—as he well may—the explanation may take some time.

Finally, may I say in answer to Mr. Montagu Harris that I certainly wish to keep grants-in-aid from the Government. The object of them, in my opinion, is two-fold. In the first place, they are a recognition of the fact that many of the services administered by local authorities are of national importance, and therefore should be partly paid for out of national taxation, and in the second place they are the only means of evening-out disparities in wealth between different areas. I have never pretended that if rates were raised on the income-tax basis they would abolish the difference between rich and poor areas. But I do claim that they would apportion the burden within each area on a fairer basis.

SHERA D. SIMON,

Broomcroft, Ford Lane, Didsbury, Manchester, 20.

IS IT TOO SOON TO PLAN?

One Job At A Time

"THE best laid plans of mice and men Gang aft agley," wrote Burns, and the plans conceived during the vicissitudes and troubled days of war are more likely to "gang agley" than those formulated in the quieter, saner days of peace. Planning and thinking of peace in war is a dangerous psychological habit leading, in the prolongation of hostilities, only to despair.

We are continually reminded that all noses must be to the grindstone to enable us to survive. When the job is over, and only then, I maintain, can we set to and make the "Precious stone" which is our noble heritage and for which we shall have fought such a gory battle, a worthy home for the Briton.

Seemingly, Sir John Reith and his war-time satellites are, in the throes of war and the absence of better men on more pressing duties, endeavouring to fathom and solve such gigantic problems as to how we shall live in post-war days. Unless Reith's Ministry is an exception to the rule of higher government offices, are we to deduce from the paucity of its output in sagacious publications that it is merely an ornament impressing us of the proletariat by its presence alone that our victory is beyond doubt?

Let us admit that the rebuilding and reconstruction ahead of us is a mammoth task.

But is it as colossal and incredible as that which confronted the pioneers who built the Pyramids and the contemporary ancient cities? They possessed the site and the labour alone, whereas we have, *inter alia*, site, labour, and the necessary materials, together with all that modern science has evolved to facilitate difficulties of transport, workmanship, and so on. Nevertheless, the problem requires careful and minute consideration by *minds at peace*, not by the war-perturbed minds of Sir John Reith and his clan.

Post-war planning is such a gigantic undertaking that it must wait until the maximum effort can be put into it—as a review of some of the problems involved will demonstrate.

Will the men of capital, especially in the form of property, remain those with the power of decision?

Will age and over-sentimentality in fearing to break away from tradition squash the revolutionary ideas of the practical men?

Will historians demand that relics of bygone eras remain duplicated many times over?

Will the recently thrown up estates fringing main roads in a thin red, white, and blue line be allowed to remain and prejudice large-scale road widening? British architects deserve of a better (and more lasting) memorial than the jerrybuilding so much in evidence to-day.

Rivers and railways will have to be re-directed, and marshes drained so that much land can be reclaimed. Aerodromes suitable for conversion from war to civil needs will have to be fed with first-class roads, water supply, and sewage schemes, etc.

Will the capitalistic ideas of the producers of essential constructional commodities needed in vast quantities, throw the material cost up and thus force the workman's wage down?

Will the Government be willing to delegate the replanning to the local authorities, or will some new body be formed? Local authorities, perhaps with some technical stiffening must prove themselves unified and capable of undertaking the work, and at the same time be given greater powers of decision to obviate the delay and red tape which is one of the curses of centralisation. Many small authorities may have to go and others may be regrouped.

From even this scanty survey of the task it is evident, surely, that the problem cannot be brought to ground when the world is tumbling around us, in the dust, smoke, and heat of battle.

When it is all over, and only then, must we apply the thoroughness and devotion to duty which will have brought us victory, to the creation of a land which, although no Canaan, will be a happier place for generations to come.

J. L.

Admittedly, "*minds at peace*" might make a better job of reconstruction than "*war-perturbed minds*." But when shall we get them? Conditions after the war may well be more perturbing than they are to-day, with 4,000,000 returned soldiers demanding work, millions of civilians calling for new houses, countless war factories transferring to civil production, and shattered towns requiring rebuilding, all at once. If we aren't ready with a plan of ordered reconstruction, the result will be chaos. Far from proving the need for postponing consideration, J. L.'s survey, in our view, demonstrates how imperative it is to get going now, in a big way. We agree with Lord Reith, in his speech in the House of Lords on February 11 (a speech which all interested in planning should read), when he said: "I am not frightened about the war—but I am frightened about the peace!"

(Continued on page 62)



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"SITUATIONS VACANT"

Why Not Application Forms?

ON reading the "situations vacant" columns of local government journals, I have been struck by the monotonous regularity with which the sentence "Applications, stating age, qualifications, and experience, together with copies of two (or three) recent testimonials, should be sent to the undersigned not later than —" appears. I suggest as an alternative: "Application forms may be obtained from the undersigned, to whom they should be returned not later than —" A copy of the conditions of appointment would accompany each application form sent. This method has advantages both to the employer and the applicants.

It would enable the employer to ask specific questions and to be more searching about the particular work he desires the successful applicant to undertake. Vague and heavily padded applications would be eliminated. Applications could easily be tabulated for committee, if necessary. The form would request the names and addresses of two or three persons to whom reference might be made. This would save the employer perusing countless honeyed and often useless testimonials, and he is likely to receive a more accurate estimate of an applicant's abilities by direct communication with the persons mentioned.

The application form has even greater advantages for the applicant. It is paper-saving, easy to complete, concise, and enables the applicant to know that he is giving all the necessary information. It saves him the necessity of seeking testimonials, with a further saving in paper and, in some cases, needless heartburnings between him and his present employer.

Some employers require applications even for senior posts to be completed in the applicant's handwriting. I am afraid that if calligraphy were a criterion of professional ability, some of the most brilliant officers of to-day would still be second grade assistants!

Other employers have been known to ask applicants to send from seven to twenty-five copies of their applications. When this niggardly method is employed, I consider that there is a moral obligation on the employer to meet the cost of preparation.

I have often pondered over the practical value of the popular warning that "Canvassing, directly or indirectly, will disqualify a candidate," but have known candidates who disregarded the provision to their unfair advantage. The provision should either be strictly enforced or omitted.

Finally, why do so many employers lack the courtesy to advise applicants when a situation has been filled? Employers with an even elementary knowledge of psychology not only thank unsuccessful applicants for their applications, but give them the name of the successful applicant.

J. M. WEIR,
Stirling. Depute Town Chamberlain.

POST-WAR NEED

A Weekly Journal

DESPITE one or two minor criticisms, I think most members will welcome the Association's plan of looking forward. One improvement to which I look forward is the changing of LOCAL GOVERNMENT SERVICE from monthly to a weekly publication.

This, obviously, can only be done after the war, but the change could be approved during the war.

I want "L.G.S." to be the principal medium for advertisements of municipal "Situations vacant." In my own job—librarianship—positions are advertised in the "Municipal Journal," "Local Government Chronicle," "Library Association Record" (monthly), "Times Literary Supplement," "Times Edu-

cational Supplement," "New Statesman," "Times," "Daily Telegraph," "Manchester Guardian," and, frequently, other papers.

Some, but by no means all, of these papers are seen by all librarians, and since all do not carry all the advertisements, it often happens that the first one knows of a vacancy is when one reads that an appointment has been made.

As I handle other periodicals, such as the "Electrical Review," "Electrician," "Builder," "Architect," etc., I realise that workers in other branches of municipal service also have to consult several journals to find vacancies existing in their professions.

A weekly "L.G.S." would end this unsatisfactory position, and should appeal to advertisers, because they would know that its advertisements would be seen by those for whom they were intended. The official journal of the National Union of Teachers, the "Schoolmaster," illustrates every week this principle of situations vacant being brought to the notice of the people they concern.

Moreover, in a weekly "L.G.S." the correspondence columns would be more interesting than they are now. Monthly publication, in my view, militates against many readers writing to the editor. Generally, in the correspondence columns of a monthly paper we find that by the time the third month arrives, either the editor has to apply the closure, or readers have forgotten what the correspondence is all about; whereas in the third week's letters of a weekly magazine the initial correspondence is fresh in readers' minds.

If "L.G.S." became a weekly, regular cultural features could be developed—books, stage, cinema, music, art—and professional topics discussed.

District reports, branch news, and personal items could be given more space than is possible in a monthly publication, and, in every way, I think "L.G.S." as a weekly would render even more valuable service to our members than at present.

A. C. FAIRHURST,
Public Relations Correspondent,
Bolton and District Branch.

IS NALGO SELF-SEEKING?

A "Temporary's" View

PERUSAL of past issues of your journal, particularly January's, prompts the following thoughts in the mind of a "Temporary."

I find myself asking why, if the interests of the community are so well and truly served by its local government officers, is NALGO required to safeguard the interests of a particular section of the community? It would appear as an anomaly that, in addition to working successfully for the common good, a local government officer also finds it necessary to support a hard-working body safeguarding only his interests. A local government officer is primarily a member of the community and, as such, is entitled to share the general benefits brought about by his own and his fellow workers' efforts.

But if, and despite the efforts of its local government officers, the desired benefits and improvements in the community do not accrue, surely it is an admission and reinforcement of failure unreservedly to support a body such as NALGO, which aims at securing these things for a small section of the community? If such an admission were made, to be consistent with our higher and more general aims, the support of NALGO should be accompanied by a declaration that it is only a temporary expedient aimed at benefiting its members solely that they might be enabled the better to carry out their work for the community.

I am not a member of NALGO; even if the present structure of society prevents me identifying my interests with those of the whole community, I refuse to accept this as a permanent state of affairs, and membership would imply more than a tendency in that direction.

I have no doubt it will seem paradoxical to

many members, but it is an inescapable fact that the conclusion of this struggle with victory for the Allies—bringing with it the achievement of our peace aims of equality for all, justice, and other aspects of true democracy—should also number the days of NALGO; that is if its members are to be instrumental in the establishment of that common ideal.

REALIST.

Our correspondent confuses the functions of community service and trade unionism, between which there need be no inconsistency. Even in a world ruled by the principles of equality and justice there would be need of organisations to advance the level of that equality and to ensure the application of that justice. His argument might have some point were NALGO the only trade union. But it is not, and happily there are few workers today without an organisation designed to protect and enhance their interests.

ARE WE INHUMAN?

Service Alive to Reality

"RED TAPEWORM'S" letter in the January journal calls for reply. Whilst I recognise that he makes no personal criticism, it appears to me that he has selected an unfortunate example to prove his point (which I do not here deny), for if there is one service which has been, and is, alive to reality, it is the post-blitz help that we local government officers are able to render to the public.

Mobile units, which have obviously found favour, are proof of the recognition of the reality of things, and the fact that "appropriate forms" are required is not necessarily a criticism of the official mind.

The reasons for the creation of "appropriate forms" would be an interesting subject for any study group. He says that money and clothes are the only things of real use. I agree that clothes are useful, but is money of much use in these days without a ration book? (After all, a world without money is not outside the bounds of possibility, and the absence of money might have saved us from the terrors of this world war.) Finally, I would like to say that "mobile unit" conveys more to the mind than "motor van," and I doubt if even "Red Tapeworm" could create the impression that the term implies with greater economy of words.

Education Office, F. A. BRISTOW.
Hastings.

Not So Much Red Tape

I DENY that a local government officer's job tends to make him lose his grip on reality. The tendency is the other way round. In fact, these last three years have given the local government service precious little opportunity—even if one were sought—to escape from the grim realities of life. Neither can I agree that after a few years, "human beings, human needs, and human failings grow dimmer and dimmer until they are at last forgotten." If "Red Tapeworm" feels that there is any danger of his getting into that state, he should leave the service at once.

The truth is that, in ever-increasing volume, the service is gaining the respect and gratitude of the public for efforts which it is making to satisfy the public's wants.

I consider that Mr. Bristow's suggestion about the van and its contents is evidence of a deep interest in the public's welfare and not an example of red tape.

If, after a night of heavy bombing, "Red Tapeworm" were sent out in a devastated town or city with a large van containing only money and clothing, he would find that before he had got very far he would be glad of a few ration books, identity cards, gas masks, and "appropriate forms."

On the other hand, if he "delivered the goods," he would deservedly get the public's approbation, whether he called his vehicle a van or a "mobile unit."

Crew. H. COOK.



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BURIED TREASURE

more nonsense from JACKASS



SMALL wonder that our Government pays so little attention to the enemy propaganda ladled out for our consumption. The suavely ominous radio voice, the lie cunningly wrapped in half-truths, the obviously logical conclusion based on false premises, the gross exaggerations almost rapturous in their fine carelessness, even the clumsy technique of persistent repetition, are all futile against the average Englishman. He is propaganda-proof, and his Government knows it.

They told him not to hoard cigarettes and to save the packets—so he filled his bottom drawer and blithely threw away the packets. They implored him to save—and his bland indifference necessitated the compulsory income-tax method. They urged him to stay at home during holidays—so he rode in thousands on the extra-trains the railway companies had said would not be there. They lectured him on the iniquity of dealing with black marketeers—and he searches diligently for somebody with something to sell “and no questions asked.” They begged him to save fuel—and with a defiant smirk he added an extra chunk to his already enormous fire. Finally, with commendable persistence and faith, they implored him to save paper—and because, for the first time, the local government service had a hand in the job, something began to be done.

In Much Cowslip we took our task very seriously indeed, especially when we learned that cash prizes were to be awarded. Due partly to the Government's stubborn refusal to make good the loss of rateable value involved in the destruction by enemy action of Gollop's piggery (one of the most substantial properties in the area), partly to the unprecedented expenditure on tea money for overtime, and partly to an unfortunate clerical error when calculating the rate poundage required—which would never have happened had the Clerk's threes and fives been distinguishable—we were badly overspent. For some weeks, quantities of official stamps had been used for entries (in the Council's name, of course) to the Red Cross Puzzle Contest, and the Clerk had taken Counsel's opinion on the extent to which our remaining assets could legally be used in discreet speculation on the Stock Exchange or in the Silver Ring, in the hope that a lucky investment might restore the position before the District Auditor arrived. The possibility of a substantial cash prize merely for saving waste paper seemed a heaven-sent opportunity, and the Clerk let it be known unofficially that success would carry with it the possibility that the next Whitley Council bonus award—if not on too extravagant a scale—might be endorsed by the Council.

Such a prospect fired us to enthusiasm, and a mass meeting was held at a suitable place and time. After we had all ordered, suggestions were invited and a general discussion ensued. The first point of importance was made by Postlebury, who reminded us that the amount of paper which could be salvaged (he was not sure which) was in direct ratio to the quantity used. Therefore, we

must first contemplate to what extent we could increase our consumption.

We did so, and after we had all ordered again, the Clerk suggested that in future every record should be made in triplicate, one copy for file and two for the war effort. Single-spaced typing and the use of old envelopes must cease immediately; there must be no more false economy at the expense of the salvage drive. Outward correspondence must be reduced to an absolute minimum, since every ounce sent out not only weakened our position but strengthened a rival's. Formal acknowledgments must never be sent, but all our communications must ask for acknowledgment by return post. More and more paper must be attracted to Much Cowslip, less and less must leave it.

The general principle thus established, detailed ideas were soon forthcoming. Each member of the staff wrote to every firm of seedsmen whose addresses could be obtained, requesting copies of all catalogues. Under various names, such as “Cowslip Construction Inc.,” and “Rural Engineering (Cowslip), Ltd.,” we replied to advertisements inviting tenders for projects of all kinds, from building bridges to supplying brass knobs for door handles in public wash-houses. In every case, our single sheet inquiry brought a bulky package of specifications, conditions of contract, and forms of tender. Similarly, an advertisement under a box number in the “Buttercup Magna and Cowslip Advertiser,” offering £2,500 per annum and guaranteed reservation to young men desirous of congenial and not exacting employment, brought three and a half tons of replies which went unopened into the waiting sacks. Meanwhile, our efforts to increase output at work led to a Wastepaper Patrol having to empty our wicker baskets every hour.



These were merely the personal efforts of the staff. The general public, whose waste paper had been dutifully collected for some weeks, were stimulated to an almost equal extent. Blatherpatch, with a megaphone on a bicycle (our nearest approach to a loud-speaker van), was an immense success, especially when he fell off at the crossroads after running over Widow Pottle's cat. Quick to see an opportunity, and patriotically scornful of the resultant bruises, he agreed to fall off twice daily so long as the supply of cats lasted, provided each onlooker first contributed not less than two pounds of waste paper. He had large and appreciative audiences all the week.

Miss Legge did noble work as a Rumour Scout. Every morning and evening she noised abroad imaginary naval reverses, smashing advances by the Russians, resignations from the Cabinet, suicides by Hitler and Mussolini; and air raids on Tokyo. Each time, as her rumours spread, the population rushed to buy newspapers, scanned them feverishly, then threw them disgustedly away for her assistants to collect. As a gesture of appreciation, the local newsagent presented her with five hundred old copies of the “Methodist Recorder.”

Postlebury, a much-married man, suggested the provision of a perpetual brazier in the High Street, from which the inhabitants could light their household fires without burning paper. After a brief argument with himself as Fuel Overseer, the Clerk agreed, but as it couldn't be lit until blackout had ended each morning, and as all the men refused to get up until their wives had lit the fires, we had to abandon the idea.

The master-stroke was the work of the Clerk himself, who wrote an article for the local Press disclosing an entirely fictitious legend that one of the houses in the village had at one time been papered throughout with banknotes by an eccentric rate-collector who later re-papered over them without removing them. By noon next day, every room in every house had been stripped and re-papered, and as some of the walls had fifteen or sixteen layers on, the resultant haul of waste wallpaper was stupendous.

On the last day of the week we ransacked our own offices and included in the collection every old book or file which could, even with some risk, be spared, plus a few current financial records which the Clerk deemed it advisable to include accidentally. The final total for the week averaged just over two thousand tons per head of the population. It would have been less but for the fact that we counted the population on Saturday afternoon, when Cowslip Cavaliers were playing Buttercup Beetles at Buttercup Magna in the Mid-Western Cup Competition.

We await the result of the competition (ours, not theirs) with every confidence. Our only regret is that we forgot to get a few copies of Government circulars, or enter into a correspondence with the appropriate Ministry on paper-saving. That would have made assurance doubly sure.

VOICES OF THE BRANCHES

Magazine Topics Reviewed by "Jackass"

And Still They Come:

PUBLICATIONS received this month for the first time are:

Arbekay (Kensington).—The title reflects their pride in the "Royal Borough." The February issue is a step forward to magazine status from previous broadsheets. Informative articles on Russia are featured.

"Home Service" (Barnet).—Peculiarly enough, is intended for the Forces. A new and useful news letter.

Nalگو News (Long Eaton).—Revived after a lapse of a few months, and primarily a vehicle for branch news.

Gud Owd Bradford!

In the February issue of the Bradford "Quarterly Review" I am gently and good-naturedly taken to task by "T. W. M.," a poetical member of the executive committee, for my recent reference to the lack of light relief in their journal. Briefly, he reminds me that they "do not write this book for fun," but with the serious object of improving service conditions, and adds that in "some other mags which try to make us grin, Invariably the stuff's so poor we wouldn't put it in."

Well, I can take it! But I feel bound to say that when I comment on any journal, my only object is to give the editor my reaction as a disinterested reader, unbiased by local pride in the production, acquaintance with the editor and contributors, or knowledge of purely local factors, and I have the advantage of comparing his efforts with those of other editors. Were I to restrict myself to praise and fail to touch on anything which seemed to me a shortcoming, any value in my appraisal would be lost in a sea of soothing syrup. I cannot claim to be an expert critic, but I can

and will be candid. I know my friends at Bradford, including "T. W. M.," would not have it otherwise.

I like the "Quarterly Review." It has poise, dignity, clarity, the rare virtue of concise and forceful phrasing, and a general air of confidence in itself. I will even go so far as to say that no branch of comparable numbers issues so good a journal, except Coventry. But I still think it needs a regular page by a good humorist to remove a tendency to dullness.

A branch magazine must be all things to all members. Its appeal must never be restricted to one section, one type of mind, or one age group.

It is perhaps inevitable that branch journals whose editors, as I know from experience, sometimes have to write everything from Executive Notes to Social Jottings, must bear rather more markedly than is desirable the imprint of the editor's own personality. Thus, if he be young and flighty, light humour and social activities are given too much space, but if he be old and grey, with a seat on the committee, reports of executive decisions and negotiations preponderate.

Two journals excel in the full and frank information they give to members regarding the progress—or lack of progress—of negotiations between the branch and the council. They are the *Kent County Chronicle* and (careful, now) the *Bradford Quarterly Review*. To read their direct comment is refreshing, and makes ridiculous the vague and guarded phrases so often used to prevent the members from guessing that any negotiations are afoot, much less what about and with what success.

No magazine approaches the *Leeds Guildman* in the reporting of branch executive meetings, district committee meetings, and the like.

Speeches, interruptions, even the mildly acrimonious passages at arms which occasionally occur at the best regulated discussions, are all faithfully reproduced, and so skilfully compressed that nothing of the atmosphere of lively debate is lost.

Camera Principis of Coventry is notable for the exceptional quality of the contributions published on topics of major importance to local government generally. A splendid example was its recent series on the "New Order" we all hope to share in shaping.

Local social news—by which I mean jocular references to staff engagements and marriages, not-too-pointed jokes at members' expense, reports of branch functions, and similar items—is adequately presented in most journals, but in none so effectively as *In and Out (Ealing)*. Its "Things We Want to Know" feature is singularly well-informed and must be awaited with something approaching panic every month.

Finally (for the moment, at least) humour—too often inferior in quality and with no special reference to local government—is accorded more space than it merits in several journals. But in *All Swell (Camberwell)*, David Leggett has a team of humorists able not merely to raise a smile but to use the keen edge of satire against red tape, inefficiency, bungling, and pompous incompetence with ruthless skill. Humour is their weapon, and how delicately they wield it!

Here, then, we have five virtues exemplified. Bundle them together and what would be the product?

Surely the ideal branch magazine!

The Jackass Iron Cross

Is awarded with sincere congratulations to M. J. Miles, editor of *Camera Principis* for a courageous, well-written and thoughtful article in his January issue.

FIRE PREVENTION (BUSINESS PREMISES)

(No. 2) ORDER, 1941

Reimbursement of Subsistence Allowances to Occupiers

WE have supplies of forms which make provision for parts 1 and 2 of Home Security Circular No. 255/1941, supplementary to the above Order.

Patterns are also available for Home Security Circular No. 256/1941 covering allowances for Civil Defence Workers.

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Cat Random

by
"Hyperion"



The doctrine of human equality reposes on this: that there is no man really clever who has not found that he is stupid; there is no big man who has not felt small. Some men never feel small; but these are the few men who are.—G. K. Chesterton.

Cri de Cœur

I am twenty-nine, single; I neither drink nor smoke. I do not seem to be able to overcome the sex impulse. Is this due to catarrh, and will a diet of vegetables and salads help to abate?—Letter in "Health for All."

Attaboy!

"I began to sway in my seat. My lashes fluttered. My head bobbed in time with the red hot ride rhythm. Jittersauce began to burn up my bloodstream."
—From "Jitterbug" (an American publication).

Anticlimax Department

This voluptuous blonde enchantress has the lure of a Lorelei, the charm of a Circe, and the potent appeal of Cleopatra. Her name is Janet Wabich.
—From the program of Chez Paree, Chicago.

Epitaph

"He was a model husband—but not a working model."

The Gentle Art of Bathos

- (1) Across the wires the electric message came:
He is not better, he is much the same.
Alfred Austin (Poet Laureate) during an illness of King Edward VII
- (2) The lovely torrent, leaping in the air,
Left the astounded river's bottom bare.
18th century poet.

Limitations of Progress

Exasperated by repeated challenges of his statement to a House Committee that reasonable progress was being made in national defence, William S. Knudsen finally summed up the situation thus: "You see, gentlemen, it's like this. Despite your modern hospitals and anaesthetics, despite your obstetricians and psychiatrists, despite all your advancements in research, medicine, and science—it still takes nine months!"

Consoling Thought

However delightful the powder tastes, it is definite that a real man would prefer to kiss a lovely soft naked cheek.
—Advt. in "Evening Standard."

Salvage News

Each man grows at least 250 inches of hair on his face each day, and the daily growth of hair on the face of British manhood is 50,000 miles over an area of 125 acres.—News item.
If only we all put our heads together there will be enough hair to make rope for the Navy for the next twenty-two years.

Does Your Dog Offend?

Every summer an increasing number of women come in to buy cologne for their pets. And they say even the sternest mastiffs are pleased because it makes them socially acceptable at all times. Dogs hate to be banished from company. So we've had an exclusive deodorizing cologne with a nice, clean, woody scent, brewed specially for them. Nothing sissy about it.—Advt. in U.S.A. Paper.

Army Exercises

A country woman was approaching a bridge she was in the habit of driving over daily when she was stopped by a sentry.

"Madam," he said earnestly, "you can't drive across this bridge. It has just been demolished."

Leaving her dumbfounded, for the bridge was intact, he walked off.

As she debated the possibility that the sentry was insane, another soldier approached.

"Young man," she inquired, "can you tell me any reason why I can't cross this bridge?"

"Lady," he replied soberly, "I can't tell you a thing. I've been dead for three days!"

Epigram

"I want the pure and simple truth."
"The truth is seldom pure, and never simple."

More Howlers

When Drake was told that the Armada was in sight, he said: "The Spaniards can wait, but my bowels won't."

Shakespeare was a very great gentleman indeed for, although he frequently said "Go to," he never completed the sentence.

Science is so Wonderful

No authenticated case has been known in which sterile parents have transmitted that quality to their offspring.
—From a letter to "The Times."

Making it Clear

Sir,—Can anyone define this: War Damage Act, 1941, section 25 (8) (d), "A mortgage shall be deemed to have been substituted for another mortgage if it was substituted for a mortgage which itself was substituted therefor." And I paid 1s. 6d. for the Act!

—Another letter to "The Times."



Walking home the other night a voice remarked in my ear: "There's this to be said for the blitz—it does take your mind off the blackout!"

Any Applicants?

Female chaser for engineering works. Good prospects.—Advt. in technical paper.

Amende Honorable

"Would you like to keep an eye on my car?"

"Sir, I am the mayor of this town!"

"Oh, sorry! Still, I paid you the compliment of thinking you look respectable."

A Thought

Exceptional command of language does not imply the possession of ideas to express. Public life is full of voluble windbags.

—Bernard Shaw.

Gallup Poll for 1942

1. Have you any pets, such as white rats, mice, rabbits, snakes, guinea pigs, etc.? Of which local government officers do they remind you?

2. By whom would you sooner be kissed:

- (a) Dame of the British Empire
- (b) a Regional Commissioner
- (c) a C.A.G.S: Instructor
- (d) a Borough Treasurer
- (e) a Sanitary Inspector
- (f) a walrus?

3. Which, in your opinion, is the most unappetising concoction:

- (a) pool margarine
- (b) Anti-gas Ointment No. 2
- (c) chemist's aqueous bleach?

Secret of a Quiet Life

Husband at Highgate: I have found the secret of a quiet life is to say "Certainly, dear" when I ought to say "Not likely," and "Rather" when I would rather not.

Song for War-time



"I don't need eggs, I don't need butter
Nor coal to light my fire.

I love my rations and my income tax,
—I am a awful liar!"

—Vic Oliver

The German Way

That unhumorous race, the Germans, held an investigation after the late war into the causes of morale, and attributed much of the British soldier's staying power to his sense of humour. They therefore decided to instil this sense into their own soldiers, and included in their manuals an order to cultivate it. They gave as an illustration in the manual one of Bairnsfather's pictures of "Old Bill" sitting in a building with an enormous shell-hole in the wall. A new chum asks: "What made that hole?" "Mice," replies "Old Bill." In the German manual a solemn footnote of explanation is added: "It was not mice, it was a shell."

—From "Generals and Generalship," by General Sir Archibald Wavell.

—And the English

Scene. An observation post on the south coast manned by officer and telephonist, R.A.

The officer, keenly scanning the horizon through glasses, suddenly shouts to the telephonist:

"Gunner Smith, take this message! A considerable enemy formation is approaching our shores stop The force consists of heavy and light naval units with a large concentration of barges and a big aerial escort stop Position by sextant reading is 23 degrees S.S.E. by 4 degrees W. stop Approximate distance, 10,000 yards stop Visibility fair to moderate with fresh south winds stop Time 10.40 a.m. stop—Got it?"

"Yes, sir."

"Good, then transmit."

Gunner Smith, speaking into telephone:

"Is that you, Alf? You can ring bells—the — are 'ere!"

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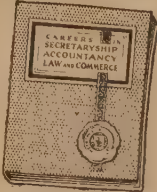
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68 WHITLEY COUNCIL ADOPTS NEW FLAT RATE BONUS

Substantial Increases for Most Officers

MOST local government officers should enjoy a substantial improvement in their present cost-of-living bonus as a result of a new award approved by the National Whitley Council on February 6.

The council decided to scrap the present percentage bonus for officers earning up to £500 a year and to substitute the following flat rate scheme, with effect from April 1, 1942:

	Men		Women	
Juniors under 21	6s.	6d. p.w.	5s.	p.w.
Officers over 21	13s.	p.w.	10s.	p.w.

Officers earning more than £500 will continue to receive £24 a year irrespective of salary, as under the present scheme, subject to an "escalator" clause providing that the total remuneration, including bonus of an officer whose normal salary exceeds £500 p.a., shall be not less than that (£533 16s.) payable to an officer whose normal salary is £500. Provision is also made that no officer shall receive a lower bonus under the terms of this award than he received or was entitled to receive under the previous award of January, 1941.

How the new award will operate is shown in the following table:

Normal Salary per annum	Present Bonus per week	Bonus under New Award			
		Men under 21 per week	Women under 21 per week	Men over 21 per week	Women over 21 per week
£ 50	1 11	6 6	5 0		
100	3 10	6 6	5 0		
135	5 2	6 6	5 2*		
150	5 9			13 0†	10 0
200	7 8			13 0	10 0
250	9 7			13 0	10 0
300	11 7			13 0	11 7*
310	7 8			13 0	10 0
400	8 1			13 0	10 0
500	9 3			13 0	10 0
per month		per month		per month	
501	£2 0 0	£2 14 8‡	£2 1 8§		
505	2 0 0	2 8 0	2 0 0		
510	2 0 0	2 0 0	2 0 0		

* Women's bonus increased owing to operation of provision that no officer shall receive less under new award than she received under the former one.

† It is assumed that all officers earning £150 and upwards are over 21 and come on to the adult scale.

‡ Bonus increased owing to "escalator" clause.

At the beginning of the meeting the staffs' side tabled a claim to 20 per cent on the first £300 of all salaries. This was countered with an intimation that, whilst the employers' side admitted that there was a case for an increase up to a then undefined salary limit, they were not prepared to give more bonus to the higher-paid staffs.

The staffs' side were asked to retire and consider acceptance in principle of a flat-rate bonus in place of the existing percentage system. After discussion in private, the staffs' side intimated that they were prepared to

concur, provided the flat-rate applied to all officers on a basis to be agreed. Before the resumption of the meeting of the full council, the employers' side made the offer given above.

Differentiation between men and women introduced a factor which had not been contemplated by the staffs' side, and they argued strongly for equal treatment of both. But the employers' side were adamant in their view that, generally speaking, women did not carry the same social responsibilities as men.

In view of the fact that the offer of the employers' side represented a general improvement with a "ceiling" (£500) higher than seemed possible in the early stages of the negotiations, and, moreover, that the scheme removed those anomalies in the range of salaries above £330 which had been the cause of much criticism, the staffs' side agreed, though with some reluctance, to accept it.

The award is, of course, subject to ratification by the provincial and district councils, to whom it has now been submitted. As soon as a provincial council has adopted it, the award will be submitted to all local authorities in the area.

SAFEGUARDING PRE-WAR CONDITIONS

NALGO has obtained assurances from the Government that, although all departments of a local authority are not covered by the provisions of the Restoration of Pre-War Trade Practices Bill, now before Parliament, pressure will be brought to bear on local authorities to observe the intentions of the measure.

As its title indicates, the Bill will compel industrial employers to restore after the war, trade practices (by which is meant, generally speaking, conditions of employment) which have been departed from during the war. Clause 8 provides that the Bill shall apply to gas, water, electricity, and transport undertakings carried out by a local authority, and undertakings of such other classes as the Minister may by Order direct, but there is no definition of "undertaking." It would appear, therefore, that officers employed in a town clerk's, treasurer's, public health, public assistance, or education department of a local authority and who could not be said to be employed in an "undertaking," will be deprived of the protection conferred by the measure.

In these circumstances the Association made representations to the Ministry of Labour, but without success. It was therefore decided to raise the matter in Parliament, and during the Committee stage on Feb. 10, Mr. Messer (Tottenham South), on behalf of the Association moved an amendment designed to make

IMPORTANT DATES FOR CONFERENCE

THE attention of branches is drawn to following dates to be observed in connection with the NALGO Conference on May 25 and 26:

March 1.—Last date for receipt of

Notices of motion for Conference agenda and for agendas for the annual general meetings of the Approved Society and Provident Society.

Nominations of candidates for the Committee of Management of the Approved and Provident Societies.

April 1.—Issue of annual report and preliminary agenda.

April 13.—Last date for receipt of nominations (which must be signed by two other members) for the Nalگو Building Society Committee of Management and of notices of motion for the annual general meeting of the Building Society.

April 15.—Last date for receipt of amendments to notices of motion for the conference agenda (the notices of motion will have been published in the April issue of "Local Government Service.")

April 25.—Despatch to local correspondents of notices and agendas of the annual general meetings of the Nalگو Provident Society, and the Nalگو Building Society, and to members of the notice and agenda of the annual general meeting of Logomia.

May 8.—Issue of final conference agenda; last date for branches to notify division of voting strength.

May 25—9.30 a.m.—12.30 p.m.; 2.15—5.0 p.m.—Conference.

5.15 p.m.—Building Society annual general meeting.

May 26—9.30 a.m.—12.30 p.m.—Conference.

2.30 p.m.—Logomia annual meeting.

4.0 p.m.—Approved Society annual meeting.

5.30 p.m.—Provident Society annual meeting.

All notices and nominations should be addressed to the General Secretary, NALGO Centre, Croyde, Branton, Devon.

the provisions of the bill apply to the performance by a local authority of all its functions. Mr. Tomlinson, Joint Parliamentary Secretary to the Ministry of Labour, declined to accept the amendment, but added:

"Local authorities are democratically elected, and I cannot think that a local authority would refuse to restore trade practices . . . which have been departed from during the war . . . There are many practices which cannot be covered by this Bill, and for that reason I ask local authorities to note the intentions of the Government to meet the requirements of these people."

"It should be a common policy and a common duty of local authorities to restore these practices. The matter can be looked upon by local authorities . . . that being left outside the Bill they are put on their honour to go at any rate as far as this measure."

On receiving that very strong statement of Government intentions Mr. Messer withdrew the amendment.

At a later stage, in response to further representations by Mr. Messer Mr. Tomlinson promised to request the Minister of Health to circularise local authorities to the effect that classes of workers not covered by the Bill should be treated in the same way as they would have been had they been within its scope.

Although NALGO has not been able to obtain an amendment to the Bill itself, it has obtained very definite assurances, and it will be difficult for any local authority to withstand the pressure which the Association would be able to bring to bear upon it should there be signs of refusal to restore pre-war conditions of service.

Higher Pensions Urged

THE annual meeting of the North Western and North Wales district committee, held at Manchester on January 31 adopted resolutions expressing the view that it would be contrary to the constitution of NALGO publicly to advocate State provision of family allowances; urging immediate representations to the Minister of Health for legislation to provide higher pensions for superannuated officers; and requesting the staffs' side of the Lancashire and Cheshire provincial council to seek a general increase of salaries in the junior and general division.

Superannuation of Whole-time "Temporaries"

CERTAIN questions have arisen on the article under the above heading which appeared on page 284 of the December journal. It has been suggested that subsection (1) of section 30 of the Local Government Superannuation Act, 1937, only applies in the case of a whole-time officer appointed in a temporary capacity for a definite period of not more than two years, and that where such an officer is appointed "for a period of not more than two years" or "for a period not exceeding two years" the subsection does not apply and he becomes a contributory employee as from the date of his appointment.

There is no mention in the subsection of any definite period.

In view of this, it is the opinion of the Legal Department of NALGO that the subsection does apply where the terms of the

appointment use the words in the subsection "for a period of not more than two years," or such a phrase as "for a period not exceeding two years," and that in such a case the officer will not become a contributory employee as from the date of his appointment unless the local authority resolves that he shall be such an employee or he is entitled to be such an employee under the proviso to the subsection which provides that nothing in the subsection shall have effect in relation to any employee of an authority who has been in its employment for a period (whether continuous or not) of two years or has been at any time subject to the Poor Law Officers' Superannuation Act, 1896, or subject to the Local Government and Other Officers' Superannuation Act, 1922, or a contributory employee or a local Act contributor.

NALGO ROLL OF HONOUR

65

KILLED

Boreham, L.-Cpl. J., R.A.C., 23, treasurer's dept., Southgate. Died of wounds received in Middle East.

***Brockway, Sgt. R. C., R.A.F., clerk's dept., Folkestone.**

***Collis, Pilot-Officer G., D.F.M., R.A.F., clerk's dept., Nottinghamshire.**

Fenn, Rfn. G., Rifle Brigade, 27, treasurer's dept., Bethnal Green. Killed in Libya.

Forster, 2nd Lt. A. S., R.A., architect's office, engineer's dept., Sunderland. Died of wounds, Middle East.

Gasney, A/C 2 A. J., R.A.F., assistant housing manager, Wincanton R.D.C., Somerset.

Henson, L. A/C R. E., R.A.F., internal audit dept., Derby. Killed in flying accident.

Hey, Act./Ldg. Naval Airman A., Fleet Air Arm, clerk's dept., Sunderland. Died at sea.

Hope, L. A/C J. F., R.A.F., Carlisle. Killed at Singapore.

***Knappe, Sgt. A. H., R.A.F., Somerset.**

***Life, Sgt.-Obs. J. D., R.A.F., treasurer's dept., Ryde B.** Killed in action in daylight operation off Friesian Islands.

Marsden, Tpr. A. E., Northumberland Hussars, water dept., Tynemouth. Killed in Middle East.

Matthews, Pilot-Officer R. H., R.A.F., libraries dept., Nottingham. Killed in Malta.

Scattergood, Lt. S. B., Indian Brigade, finance dept., Surrey C.C. Died on service in Middle East.

Scott, Pilot-Officer E. A., R.A.F., clerk's dept., Sunderland.

Southall, Sgt. H. L., R.A.F., treasurer's dept., Herefordshire C.C. Killed on operational flight.

Upton, A/C 1 A., R.A.F., treasurer's dept., St. Marylebone. Died on active service.

MISSING

Davies, Pilot-Officer N. C., R.A.F.V.R., 28, clerk's dept., Chester.

Edwards, Able Seaman T. G., R.N., finance dept., Wrexham. Missing from H.M.S. Neptune.

Garbuth, Sgt.-WO/AG F., R.A.F., treasurer's dept., Sunderland.

Stott, Sgt. J. E., R.A.F.V.R., social welfare dept., Derby. Missing, believed killed, after operational flight.

PRISONERS OF WAR

Allison, L.-Cpl. T. S., Lothian and Border Yeomanry, clerk's dept., Sunderland.

***Morris, Pte. J. H., R.A.M.C., public health dept., Wrexham.**

Piggott, Lt.-Col. J. R., R.E., Stoke-on-Trent.

Rogers, Pte. C. S., R.A.S.C., Lancaster.

Stringer, Capt. H., R.A.O.C., surveyor's dept., West Riding C.C. Captured in Crete.

Wiggins, Sgt. Pilot A., R.A.F., treasurer's dept., Watford.

** Previously reported missing.*

KILLED

Harvey, G. H., school attendance officer, Northumberland C.C., killed in air-raider.

Hitchin, O., health dept., Leicester, killed on civil defence duties.

AWARDS TO MEMBERS

D.S.O.

Renwick, Lt. J., R.N.R., tolls collector and quay manager, South Shields for "skill and enterprise in action against enemy submarines." As was reported in the December journal, Lt. Renwick was commander of the corvette H.M.S. Marigold which, on November 16, sank the U-boat U-433, believed to have been the vessel which sank the aircraft carrier Ark Royal two days before.

M.M.

Woodward, E. R., clerk of the South-West Essex assessment committee—for gallant, and distinguished services in the Middle East.

O.B.E. (Military Division)

Ridley, Capt. A. J., architect, public works dept., Glasgow, now serving in Arabia.

MENTIONED IN DESPATCHES

Piggott, Lt.-Col. S. R., Stoke-on-Trent.

B.E.M.

Simcock, J., chief building inspector and staff officer, rescue services, Plymouth.

Hospitality for Warriors

Below is a complete list of branches and individual members who have offered hospitality to NALGO members in the Forces stationed in their areas. We shall be happy to add to it.

BRANCHES

Ashton-under-Lyne.—W. B. BRADLEY, electricity works (use of Waterworks Social Club offered).

Basingstoke.—Miss E. J. SMITHERS, Municipal buildings.

Blackburn NALGO Sports and Social Club.—J. COX, 42, Victoria Street.

Burnley.—Facilities for sport and recreation (billiards, bowls, cards, darts) offered at Greenhill Club, 163a, Manchester Road.—J. M. HOLT, Education Offices, Manchester Road.

Cambridgeshire.—LEO MASON, Shire Hall.

Chelmsford.—L. E. INNES, Essex Rivers Catchment Board, Essex Rivers House, Springfield Road.

Cheshire County.—H. JONES, 47, Walter St., Chester.

Clacton-on-Sea.—Forces members welcomed at staff social with table tennis, etc. held each Thursday evening, Town Hall.—Miss CROXFORD, Town Hall.

Croydon.—Twelve members offer evening hospitality, and four are willing to entertain members in the Forces overnight. Apply L. J. BOWERS, Education Office, Katharine Street (Croydon 4433, Ext. 210).

Erith.—D.H.E. HOCKLEY, Council Offices.

Grimsby.—J. W. L. BUXTON, Borough Treasurer's Dept., Municipal Buildings, Town Hall Square (Grimsby 55141).

Hinckley, Leicestershire.—J. G. S. TOMKINS, 16, Station Road.

Ipwich.—Miss E. M. EDE, Public Assistance Dept., Tower Street.

Isle of Wight.—S. H. MATTHEWS, County Hall, Newport, I.O.W.

Leicester.—J. HILL, City Water Offices, Bowling Green Street.

Lincoln.—Lindsey County officers hold a monthly social. Particulars from secretary, NALGO, County Offices.

Newcastle-upon-Tyne.—V. GRAINGER, Town Hall.

Orpington.—R. H. JORDAN, Council Offices, 46, Bark Hart Road, or (home) 255, Court Road.

Paddington.—Bowling and Sports Club, Castellain Road, Maiden Vale, welcomes all Forces members (bowling, tennis, table tennis, billiards, darts, cards).—T. F. DUNNING, Town Hall, (Paddington 7672).

Penarth, Glam.—J. THOMAS, 19, Albert Road (panel of members offering hospitality).

Rochdale.—Municipal Officers' Club, Toad Lane, invites Nalgoites in the Forces to become temporary members. Billiards, table tennis, darts, cards, and bar. J. H. LEVENS, Town Hall, Rochdale (Rochdale 3181).

Stoke-on-Trent.—T. W. POOLE, town clerk's office, Town Hall (Stoke-on-Trent 48241).

Ware, Herts.—E. B. CULLIN, secretary of the Herts A.R.P. Recorded Music Society, will welcome music-lovers to his home, 17, Jeffries Road, Ware, by appointment, and to meetings of the society, which are usually held at 3 p.m. on the first Sunday of each month at The Priory, Ware. Details from Mr. Cullin.

Wimbledon.—Offers hospitality and facilities for sport and recreation.—J. W. BABBS, borough engineer's dept., Town Hall, S. W.19.

Wrexham.—H. BROOKFIELD, borough surveyor's dept., 1, L. Road, Wrexham.

Yeovil.—Miss J. L. KEBBELL, B.A., Municipal Buildings.

PERSONAL

Bromsgrove.—F. W. GOODMAN, The Pines, Stourbridge Road (secretary of Bromsgrove branch).

Cheadle Hulme, Cheshire.—J. DARRICOTTE, Grove House, Grove Lane (Bramhall 306), offers "meals, bath, bed, snooker, table tennis," etc., to members, who should write or phone first.

Harrogate.—J. DELLORE, 4, Woodside (Office, Harrogate 5031, home, 2808).

Scarborough.—H. WILSON, 32, Newlands Avenue.

South Shields.—J. Y. FAWCETT, "Earldene," 11, Windermere Crescent, Harton (South Shields 1000).

Stourbridge.—J. M. CLARK, Southgate, Norton Road, Stourbridge (Stourbridge 57175) (formerly a member of the Southgate branch) offers evening or overnight hospitality.

AND FOR WOMEN, TOO!

Stoke-on-Trent branch (address above) is also prepared to offer hospitality to women members and relatives of members transferred to factories in the area (see note on page 42.)

Obituary

We regret to record the deaths of:
Mr. Dudley Arvon Cross, former secretary of the Wirral and district branch.

Mr. A. R. Goldthorp, engineer and surveyor at Malden and Coombe, on February 16, aged 44. Mr. Goldthorp, after serving at Hastings, Folkestone and Mitcham, went to Malden and Coombe in 1934, and in the same year helped to form a separate branch there. He was a member of the executive committee throughout his period of membership, was several times president, and at the time of his death was chairman of the staff joint committee.



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MISCELLANEOUS

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BOOK-KEEPING & ACCOUNTANCY.—Expert postal tuition. Fee 5/- monthly. Success assured at any Public Final Exam. Booklet, testimonials FREE. —City Correspondence College, (LGS), 21, City Road, E.C.1.

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SCOTTISH NOTES

New Scales for Nurses J.I.C.s to co-operate

AT the time of writing these notes there is, unfortunately, nothing further to report on the question of cost of living bonus. A meeting of the executive committee of the Joint Industrial Council was arranged for February 20 (just after this issue had gone to press). The staff side hoped to reach agreement, failing which it was expected that a decision to refer the whole question to arbitration would be taken.

The staff side of the Scottish nurses salaries committee has now prepared draft salaries scales for nursing staffs, and these have been forwarded to the employers' side for its observations. A meeting of the full committee will be held later to negotiate on these scales.

Improvements in salary scales have been obtained at Lochelly Burgh and Gourrock Burgh. In the former authority, women clerical assistants have been placed on the J.I.C. scales and in the latter new salary scales are being recommended to the council, including annual increments of £10 in place of existing increments of £5 and £6.

Glasgow branch held its annual social evening

on February 3. About 250 guests were entertained by members of the B.B.C. Scottish Variety Orchestra and "Forces Fanfare." Congratulations were offered to Baile M'Neill on his appointment as deputy regional commissioner, and to Sir Alexander MacGregor on the knighthood recently conferred upon him.

A report on the meeting of the NALGO representatives on the staff side of the Joint Industrial Council with a sub-committee of the National Executive Council to consider co-operation between the Scottish and English Whitley Councils has now been prepared and submitted to a committee of the N.E.C. The report provides for close co-operation between the two councils, and administrative arrangements to secure this have been proposed.

Reports on the meetings of the executive committee of the Scottish district committee and of the district committee held on February 14 and 28, respectively, will appear next month.

The new district committee secretary, Mr. J. M. Anderson, has assumed office and all communications for him should be addressed to 26, Fullarton Crescent, Troon, Ayrshire.

SALARIES AND SERVICE CONDITIONS

SOUTHERN REGION

Bridport has adopted the South Western provincial council scales of salaries and classification.

Fareham U.D.C. has adopted the following scales of salaries:

- Deputies (a) £350 + 20 (5) — £450.
(b) £330 + 15 (5) — £405.
Grade 1: Chief Assistants £300 + 10 (5) — £350.
Grade 2: Assistants £250 + 10 (5) — £300.
Grade 3: £200 + 10 (7) + 5 (1) — £275.
Grade 4: £150 + 10 (7) + 5 (1) — £225.
Grade 5: £55 + 10 (12) — £175.
Grade 6: Senior Women Clerks £155 + 10 (7) — £225.
Grade 7: Women Juniors and Shorthand Typists £75 + 10 (8) — £155.

Southampton C. B. has adopted the following scales of salaries:

- Grade I: £60 (at 16) + 15 (4) + 20 (2) — £160.
Grade II: £160 + 15 (4) + 20 (1) — £240.
Grade III: £240 + 15 (3) — £285.
Grade IV: £285 + 15 (3) — £330.
Grade V: £330 + 15 (3) — £375.
Grade VI: £375 + 15 (2) + 20 (1) — £425.
Grade I Shorthand Typists: £65 + 15 (4) — £125.
Women Clerks: £60 + 15 (3) + 20 (1) — £125.
Grade II: £125 + 15 (2) — £155.
Grade III: £155 + 15 (2) — £185.

NORTH EASTERN AND YORKSHIRE

Bingley U.D.C. has adopted Grades A, B1, B2, and C, of the scales of salaries recommended by the Yorkshire provincial council, and the staff are to be graded accordingly. The effect of the revision is as follows (present scales in italics, new scales in bold type):

- Grade A: £40 (at 16) + 10 (3) + 15 (1) — £85 (at 20).
Grade A: £45 (at 16) + 15 (3) + 20 (1) — £110 (at 20).
Grade B: £110 (at 20) + 10 (2) + 15 (4) — £190 (at 27).
Grade B1: £130 (at 21) + 15 (5) + 20 (1) — £225 (at 27).
Grade C: £200 — £230.
Grade B2: £230 — £260.
Grade D (Sec. 1): £200 — £240; (Sec. 2) — £255 — £300.
Grade C: £240 — £300.
Ossett B. has adopted the following revised scales of salaries (present scales in italics, new scales in bold):
Grade A: £60 (at 16) + 10 (5) — £110 (at 21). £45 (at 16) + 5 (1) + 10 (1) + 15 (2) + 10 (1) — £100 (at 21).
Grade B1: £120 — £170. £100 — £160.
Grade B2: £180 — £210. £160 — £200.
Grade C: £220 — £250. £180 — £240.

NORTH WESTERN AND NORTH WALES

Lancashire C.C. — A superintendent of a male mental ward, who was not being remunerated at the same rate as other superintendents in the district, appealed to NALGO, and as a result of negotiations with the public health committee, he has been put on to the proper scale, namely £215 per annum, together with use of uniform and the cost of living increase authorised for the professional, technical, administrative and clerical staff.

Essential Work (General Provisions) Order, 1941.
The first "defeat" NALGO has sustained under the appeals machinery set up by the Essential Work (General Provisions) Order, 1941, has had an interesting and successful conclusion. A local appeal board refused permission for a lady tracer, aged 20, employed in the electricity department of a joint board to accept another appointment in an engineering firm engaged on armaments work, on the grounds that she was "indispensable" in her present employment. NALGO thereupon

NALGO ADDRESSES

To avoid delay, members are asked to address correspondence as follows:

On all subjects except ancillaries, in the first place to the appropriate district office:

SOUTHERN REGION

Regional Officer (and Metropolitan District): T. M. Kershaw, 192, Edgwarebury Lane, Edgware, Middlesex (EDGware 2025).

Divisional Officer (Eastern and South-Eastern districts): F. Thomas, 54, New Street, Chelmsford (Chelmsford 4347).

Divisional Officer (Southern and South Western districts): N. M. Woodcock, 16, The Crescent, Taunton (Taunton 2779).

E. and W. MIDLANDS AND S. WALES
Regional Officer (and E. and W. Midland districts): J. E. N. Davis, 14, Earlsbury Gardens, Birchfields, Birmingham 20 (Birchfields 5123).

Divisional Officer (S. Wales and Monmouthshire districts): A. H. Geary, 11, Park Place, Cardiff (Cardiff 1646).

NORTH-WESTERN AND NORTH WALES
National Whitley Officer and Divisional Secretary: Haden Corser, 2, Mount Street, Manchester 2 (Blackfriars 7668).

NORTH-EASTERN AND YORKSHIRE
Divisional Secretary: W. Cecil Wood, 12, East Parade, Leeds (Leeds 24861).

Divisional Officer (North-Eastern district): W. J. Upton, Milburn House (A), Dean Street, Newcastle-upon-Tyne 1.

SCOTTISH

Divisional Secretary: H. Slater, 67, West Nile Street, Glasgow, C.1 (Douglas 0404).

Relating to NALGO ancillaries and the supply and delivery of "Local Government Service" to—
The General Secretary, NALGO, Croyde, Braintree, North Devon (Croyde 212).

Relating to Public Relations and "Local Government Service" (editorial), to—

The Public Relations Officer, 192, Edgwarebury Lane, Edgware, Middlesex (EDGware 2025).

Relating to "Local Government Service" advertisements, to—
A. Darby's Advertising Agency, Cobham House, 24, Black Friars Lane, London, E.C.4 (City 6686).

LONDON OFFICE

The General Secretary, 27, Abingdon Street, Westminster, S.W.1. Telephone and telegrams WHITEhall 9351.

applied for a revision of her salary on the same grounds and quoted the recent recommendation of the Lancashire and Cheshire provincial council that the age factor should be suspended from the junior and general division scales in cases where junior officers were required, owing to war-time circumstances, to perform more important duties than would normally be the case. After negotiation, the appellant has been placed on the maximum of the general division scale, an increase of 23s. a week over her age rate, exclusive of bonus.

Cost of Living Index

The Ministry of Labour cost-of-living index figure for February had not been issued when this number went to press. January's figure was 200—an increase of 29 per cent since the outbreak of war.

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STATEMENT OF ACCOUNTS

December 31, 1941

LIABILITIES		£
Capital paid up	...	15,158,621
Reserve Fund	...	12,410,609
Current, Deposit and other Accounts	...	687,206,091
Acceptances and Confirmed Credits	...	4,886,593
Engagements	...	9,815,130
ASSETS		
Coin, Notes and Balances with Bank of England	...	75,553,266
Balances with, and Cheques on other Banks	...	30,257,946
Money at Call and Short Notice	...	22,214,419
Bills Discounted (British Treasury Bills £30,195,989)	...	33,461,839
Treasury Deposit Receipts	...	159,000,000
Investments	...	236,146,013
Advances and other Accounts	...	169,812,486
Liabilities of Customers for Acceptances, etc.	...	14,701,723
Bank Premises	...	9,089,436
Shares in Yorkshire Penny Bank Ltd.	...	937,500
Shares in Affiliated Companies	...	8,302,416

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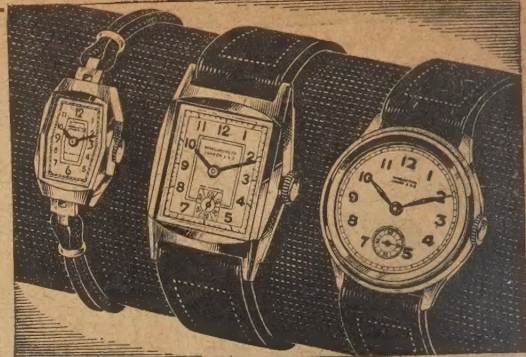


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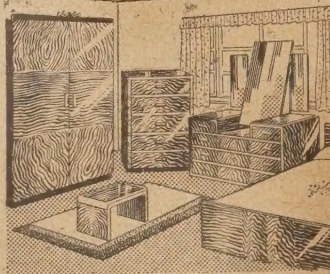
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